Montana Fish, Wildlife & Parks

BANNACK STATE PARK
EXECUTIVE SUMMARY
&
MANAGEMENT PLAN

Public Review Draft
October 2000

WE INVITE YOUR COMMENTS...

Comments on the Bannack State Park Management Plan are encouraged. Comments should be submitted to the following:

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Comments will be accepted until 5:00 P.M., on Friday, November 17, 2000. A public open house on the Plan will be held in Dillon this fall; for more details, call the above number.

Additional copies of the Plan are available at the above address, or at the FWP Helena State Parks Office (406) 444-3750. The executive summary of the Plan is also posted on the Fish, Wildlife and Parks website at:

http://www.fwp.state.mt.us/parks/parks.htm

Bannack State Park is located at 4200 Bannack Road, Dillon, MT 59725 (406-834-3413).

After the close of the public comment period, the Bannack Planning Team will review comments and make revisions as necessary. Once finalized, the Plan will be submitted to the Director of Montana Fish, Wildlife and Parks for approval. We anticipate final approval by the end of December, 2000.

BANNACK STATE PARK MANAGEMENT PLAN EXECUTIVE SUMMARY

In 1999, Montana Fish, Wildlife and Parks began the ambitious process of developing a comprehensive Management Plan for Bannack State Park. Over the years, various plans have been developed for Bannack. Montana Fish, Wildlife and Parks has long recognized the need for preparation of a comprehensive long-range Management Plan for Bannack that consolidates these plans and involves the public in setting long range goals and objectives for the park. The purposes of this comprehensive Management Plan are to:

PURPOSE OF THE PLAN:

1. Establish the long-range direction for the protection and preservation of Bannack's historic, cultural, recreational, and natural resources; the provision of visitor services; and development of all associated facilities and programs, over the next ten years.

2. Establish policies for the preservation, operation, interpretation and management of Bannack. Translate these policies into actions necessary to achieve the identified goals and objectives, and to further enhance and protect the park resources.

3. Provide a basis for management decisions and actions.

4. Provide a guide for the day-to-day operation of Bannack.

PLANNING PROCESS:

In an innovative approach to the planning process, twenty-four individuals were invited to join the planning team. Planning team members not only included employees from all Divisions within Fish, Wildlife and Parks but also private citizens from a wide range of backgrounds and interest levels. The group was led by Cossitt Consulting. While at times, a group of this size was challenging to coordinate and schedule, in the end the result was well worth the extra effort involved. Together, with the public comments gathered during the scoping phase of the process, this diverse group was able to tackle difficult and complex issues, and come to consensus on the best alternatives for the long-range management and operation of Bannack State Park.

BANNACK MISSION:

Initially, the planning team had to determine and develop the mission of Bannack State Park. From public scoping it was learned that the Bannack most people envisioned in the future was exactly (or almost exactly) what Bannack is today. The Bannack mission is presented in the box below.

Bannack State Park Mission

The mission of Bannack State Park is to preserve and protect its historic integrity, fabric, resources, landscape and atmosphere, from its beginnings as an isolated frontier mining boom town through its evolution as a slowly dying, abandoned community. Through education, preservation and interpretation, Bannack will provide and perpetuate the unique "Bannack Experience" in order to spark current and future visitors' imaginations and enrich their opportunity to understand the history made in Bannack and the lives of the people who lived and worked there.

BANNACK EXPERIENCE:

The next step was then to verbally define what it was about Bannack that visitors loved and wanted to preserve. The result was the Bannack Experience statement.

The Bannack Experience

Experience the past. Walk the quiet, dusty, deserted street past buildings weathered and worn by the ravages of time. Rusty tin cans, an old bottle, square nails. Imagine the past. An old bedstead, a broken chair, a well used wood cook stove, bits and pieces of the past fill in the spaces and spark the imagination, free from modern day intrusions and commercialization. Touch the past. Sit in the school desks, empty and abandoned since the 1950s. Step inside the Courthouse vaults. Run your hand along the hand-hewn logs crafted 120 years ago. Hear the past. An old door, one hinge missing, creaks and groans in the wind. A cold draft edges through the cracks in the missing chinking and sends shivers up your spine. Quiet. Solitude. Discover the past. First major gold rush, first territorial capital, first county seat of Beaverhead County. Sidney Edgerton, Henry Plummer, Chief Snag, Vigilantes and Road Agents, miners, business men, Chinese immigrants, women and children. Interpret the past. Boom and bust, fortunes won and fortunes lost, birth and death, disease and prosperity, law and order, good and evil. Relive the past. Experience history where it actually happened. Touch History. Bannack, an era in time, preserved and protected, for now and forever. This is the "Bannack Experience."

MANAGEMENT PLAN OUTCOMES:

From this, the planning team determined that all actions or policies recommended by the plan would have to meet at least one of the three Management Plan Outcomes:

1. Preserve and protect Bannack's unique cultural, historical, recreational, and natural resources for current and future generations.

2. Provide the opportunity to safely enjoy the Bannack Experience for current and future visitors to Bannack.

3. Provide outstanding educational, interpretive, and recreational opportunities for current and future park visitors, while maintaining the Bannack Experience.

MANAGEMENT PLAN ISSUES & IMMEDIATE PRIORITIES:

The planning team examined a broad range of issues and ultimately grouped them into eight major categories. Planning team members formed separate work groups to address each issue, develop an issue statement and preliminary recommended actions that were then reviewed by the entire planning team. The issues are discussed below, and the immediate priorities are identified.

Issue 1. Building Preservation & Stabilization

ISSUE STATEMENT: Buildings at Bannack are deteriorating from weather, use, and time. Over the years, preservation and stabilization work on these buildings has taken a wide range of approaches, from restoration to arrested decay, often resulting in a conglomeration of treatments, with no consistency. Preservation and stabilization work should be high quality, consistent, and well documented in its approach. Access to buildings is a major unique characteristic of Bannack. People want to continue to wander in and out of the buildings, but at the same time this use is contributing to the deterioration of the structures.

APPROACH: The planning team placed stabilizing and preserving Bannack buildings as a top priority and recommends the implementation of a Preservation Philosophy developed specifically for Bannack. The Preservation Philosophy categorizes buildings into preservation types based on use, historic integrity and public safety, and prescribes levels of treatment for each category.

1. Basic Preservation. The majority of Bannack buildings will be maintained in this category. The focus of work on buildings in this category will be to slow down the deterioration of the buildings and prevent their collapse through the least invasive means.

2. Core Buildings. The primary core historic buildings (no more than seven total buildings, and currently the Church, Hotel Meade, School/Masonic Lodge, jail and Skinners Saloon) will be maintained to a higher level than the remainder of the buildings due to their high level of use and historic integrity.

3. Adapted and New Buildings. The Adapted Use or New Buildings (no more than six total buildings and currently the Visitor Center, State House, Thompson House, Manager's Residence, and New Work Shop) will be modernized to accommodate current use.

The buildings will retain and reflect their unique layers of history from Bannack's beginnings as a mining camp through its abandonment in the 1950s. The Planning Team recommends an in-house preservation crew to ensure consistent, high quality work on the historic resources.

Visitors will always be able to access some buildings. The park manager will retain the flexibility to determine the method and number of buildings that should be closed to public access, based on preservation work in progress, public safety and retaining the Bannack Experience.

IMMEDIATE PRIORITIES:

- Begin implementing the Bannack Preservation Philosophy
- Work on the acquiring the funding/FTE to hire & train an in-house preservation team
- Complete a Historic Structures Report on all Bannack Building

Issue 2. Visitor Management

ISSUE STATEMENT: More and more visitors are attracted to Bannack State Park each year. Bannack State Park needs to be managed so that the Bannack Experience is available to visitors while still preserving the park for future generations, limiting impact on the resources and providing a safe experience for all visitors.

APPROACH: Recommendations for visitor management address the need to disperse visitors over time and throughout the park, provide better access for visitors with disabilities, limit special events to those that are historically relevant, address park security issues, and establish an approach for the carrying capacity of the park.

The planning team recommended several specific actions for dispersing visitors:

- Encourage visitation during the "off-season" and limiting promotion of summer season,
- Limit promotion of Bannack Days,
- Expand interpretive trail development outside the town site,
- More guided tours of the mill and development of interpretive facilities for self-guided tours,
- Improvements to the mine as necessary for public safety so that mine tours can be offered, and
- Building a new Visitor Center.

The planning team looked at identifying a carrying capacity as a maximum limit of persons at any one time, but this did not appear to be a reasonable solution for Bannack at this time. Instead of a blanket "close the gates" policy, the planning team suggested a flexible approach that stresses the condition of the visitor experience and condition of the park resources. Existing experience indicates that the park has reached maximum carrying capacity in some situations (Bannack Days) and is approaching maximum capacity in other situations (holiday weekends). Management actions to maintain acceptable standards will be reviewed on an annual basis and the first year actions include limiting tour groups to a 100 person per group maximum with no more than two such groups per day, retain the existing number of campsites, limit parking for special events to designated parking areas, and no expansion of park spaces beyond those planned for the existing parking lot (as outlined in the Capital Improvements Plan).

It was interesting, and also reaffirming, that many of the work groups, working independently and with varying issues, came up with the same recommended actions for meeting the issue goals. Most work groups determined that the foremost challenge facing Bannack was accommodating the steadily increasing numbers of visitors to Bannack, while still allowing visitors to enjoy the type of Bannack Experience as defined in the Management Plan. The primary action proposed to overcome this challenge was constructing a new, multipurpose Visitor Center, on the edge or outside of the town site. This new Visitor Center would, in some form, address almost all of the issues brought up.

It would:

- Decrease the pressure on the historic resources by providing interpretive resources about the buildings.
- Disperse the park visitors from concentrating at the entrance to the town site.
- Provide more detailed information and interpretive programming for visitors with disabilities.
- Provide more control over visitor activities and increase security.
- Increase fee compliance by having the Visitor Center/fee collection area and offices in the same area.
- Expand interpretive offerings for all visitors
- Provide a location for proper artifact storage, documentation, research and maintenance.
- Provide for the increasing needs of visitors including more restrooms and more room to view the Bannack videos.

Another common recommendation throughout the work groups was dispersing visitors out of the town site through offering a variety of interpretive, educational and recreational activities. These included developing hiking and interpretive trails along the mining areas, increasing the guided tours of the mill, opening the mill for self-guided tours, rehabilitating the mine, and opening the mine for guided tours.

IMMEDIATE PRIORITIES:

- Begin to secure the funding to build a new Visitor Center
- Complete the EA process to locate a new Visitor Center
- Develop hiking trails that interpret the mining history of Bannack and disperse visitors

Issue 3. Interpretation

ISSUE STATEMENT: There is a need to enhance and expand the range of interpretation and educational opportunities for the increasing number and expectations of visitors. There is also a need to spread this interpretation out over the entire park to better disperse visitors. All interpretative and educational programs at Bannack should honor the Bannack Experience.

APPROACH: The focus of interpretive programming at Bannack should be wide-ranging. Interpretive programs should be creative and innovative instead of static and fixed, and should not detract from the Bannack Experience. Within the town site, the planning team recommended interpretation methods that would keep intact the site's environment of abandonment and that would promote self-discovery. Town site interpretation would thus include printed material for walking tours and availability of guided tours, but would avoid use of interpretive signs or modern technology, such as videos, that would detract from the ghost town atmosphere. Expanded interpretation, using a variety of techniques, interaction, and hands-on activities could be provided at a new or expanded Visitor Center.

IMMEDIATE PRIORITIES:

- Increasing the guided tours of the mill
- Rehabilitate and open the mill for self-guided tours
- Rehabilitate and open the mine for guided tours

Issue 4. Cultural Resource Management

ISSUE STATEMENT: The capability to manage, record, organize, store and acquire artifacts at Bannack needs improvement. Currently, there is inadequate artifact storage; not all artifacts are documented; labeled and inventoried; some artifacts may be at risk from pot hunting and vandalism; archaeological work needs standardized guidelines; and there is no acquisition policy. Protecting cultural resources at Bannack is critical and involves not only the artifacts found there but also the Bannack cemeteries and the historic landscapes.

APPROACH: Recommendations for cultural resource management address a variety of needs including archive and artifact management, archaeology, an acquisition and collection policy, cemetery management, and the cultural viewshed.

Bannack has a limited amount of unique, original archival material consisting of original paper documents, one-of-a-kind photos, and audiotapes of oral histories. All archives and other artifacts (objects other than archival material) should be properly documented, cataloged, maintained, and stored. Members of the planning team strongly opposed permanent off-site storage of archives and preferred the archives stay at Bannack, provided that storage and maintenance of these materials meet long-term preservations needs. Until that time, members of the planning team recommended loaning the materials to the Beaverhead County Museum with the condition that the loan be temporary and that storage conditions meet standards.

Cemetery guidelines focus on preserving the cemeteries in a manner that retains the historic integrity, honors the memory of the deceased, and retains the "atmosphere of abandonment." No additional burials may occur in the Bannack cemeteries.

The planning team also recommended:

- Developing an archaeology plan for Bannack,
- Implementing an Acquisition Policy that focuses on those items that have a primary emphasis on Bannack and Bannack history, within the limits of available resources for proper inventory, storage and handling, and
- Determining priorities and methods to preserve the integrity of the cultural viewshed at a baseline status of conditions in the year 2000.

IMMEDIATE PRIORITIES:

- Apply for grants or secure funding to properly inventory the historic archives at Bannack.
- Apply for funding/FTE to develop an archeology plan for Bannack.
- Begin implementing the Acquisition Plan for Bannack.

Issue 5.Facilities and Infrastructure

ISSUE STATEMENT: There is a need to keep up with increasing demands on the site from normal wear and tear, increased visitation and changing codes and regulations. This will involve maintaining what currently exists, making improvements and upgrades as needed, and planning for new facilities and infrastructure.

APPROACH: The planning team recommends that all improvements, new facilities, and infrastructure be designed to maintain the Bannack Experience, blend into the environment, avoid a commercialized look to Bannack, and meet the Secretary of Interior's Standards for New Construction in historic areas. In order to maintain the Bannack Experience, current and future camping will remain basic, without electrical or water hookups, flush toilets, or shower facilities.

IMMEDIATE PRIORITIES:

- Provide an outdoor drinking water facility in the Bannack Townsite.
- Stabilize the creek banks in the upper campground.

Issue 6. Public Health and Safety

ISSUE STATEMENT: There is a continued need to address public health and safety at Bannack, to stay in compliance with applicable codes and regulations, and to balance these needs within the context of the Bannack Experience.

APPROACH: The planning team looked at several critical issues related to public health and safety, including fire risk and emergencies. Two separate documents (included in the appendices to the plan) were developed to address these issues. Perspectives on controlling fire risk were broad ranging and it was clear from the outset that the planning team was faced with the challenge of managing fire risk while maintaining the quintessential ghost town atmosphere of Bannack. The end result was a detailed plan for fire risk management and suppression, reviewed by the planning team as well as fire control specialists working with Bannack, that specifies a number of methods and techniques, including selected removal of sagebrush.

IMMEDIATE PRIORITIES:

- Remove sagebrush as per the Bannack FirePlan
- Replace outhouses in the lower campground
- Develop a pest control plan (for mosquitoes, rodents and other pests)
- Locate and secure mine adits and shafts in a manner that protects the general public but does not impact the viewshed or historic integrity of the landscape.

Issue 7. Natural Resources

ISSUE STATEMENT: It is the mission of Montana Fish, Wildlife and Parks, the Parks Division and Bannack State Park to provide stewardship, preservation, and protection of Montana's significant and unique natural resources. Natural resources -- including vegetation, wildlife, water, and air – are all part of the Bannack Experience. Mechanisms need to be put in place to protect and perpetuate Bannack's historic natural resources into the future, with consideration being given to preserving cultural and historic resources and preserving the Bannack Experience.

APPROACH: The planning team recommends maintaining, perpetuating, and interpreting a healthy, natural environment that reflects the historic, natural evolution of Bannack. Within the town site and primary use areas, vegetation will be maintained and replanted in similar amounts and proportions to those that existed in the baseline year 2000, with exceptions for vegetation that negatively affects historic resources or public health. The planning team also recommends developing a Natural Resource Management Plan for Bannack and incorporating information from that plan in the interpretive programs at Bannack.

Other recommendations include:

- Monitor the creek bank and determine, evaluate, and implement alternatives for stabilizing the creek in the campground and town site where resources are threatened,
- Maintain historic ditches and flumes to control flooding throughout the town site,
- Monitor levels of mercury in fish and investigate mitigation measures to reduce tailings runoff into the creek,
- Continue to permit limited livestock grazing on property obtained from the Bureau of Land Management as long as this activity promotes and maintains a healthy historic landscape and does not adversely impact Bannack State Park operations and maintenance,
- Continue to exclude livestock from all historic structures, the Bannack town site, botanical sites (as indicated by the Montana Natural Heritage Program), and all riparian areas utilizing a combination of fencing and natural barriers.

IMMEDIATE PRIORITIES:

- Begin work on a Natural Resource Management Plan for Bannack
- Repair the flume on the North side of Bannack
- Build a fence around the botanical site identified by the Montana Natural Heritage Program

Issue 8. Recreation

ISSUE STATEMENT: A variety of recreational opportunities need to be continued at Bannack and balanced within the context of the "Bannack Experience."

APPROACH: Specific recommendations include:

- New recreational opportunities should serve to disperse park visitors both temporally and seasonally,
- Basic camping will continue at Bannack,
- Motorized vehicles will not be allowed in Bannack off of designated roads,
- Bicycles are limited to existing rails and roads and are not allowed in the town site,
- No hunting will be allowed in Bannack in order to protect the resources and the visitors,
- Horses are restricted to existing trails and roads, are not allowed in the campgrounds or picnic area, and only certified weed-free feed is allowed,
- Construct an amphitheater for evening programs in the picnic area, and
- Research and develop a way to offer recreational gold panning in a manner that doesn't harm park resources.

IMMEDIATE PRIORITIES:

- Develop drinking water at the picnic area
- Construct a picnic shelter in the picnic area
- Replace a current latrine with a handicapped accessible sealed vault latrine

In Closing

The management plan also details many additional actions and policies for the next ten years at Bannack. These actions and policies are all spelled out in the text of the plan.

The direction for the future of Bannack is set. Together, the actions and policies established in this plan will serve to meet the Management Plan Outcomes and provide an opportunity for our children, grandchildren and hopefully our great grandchildren to enjoy the Bannack Experience.

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ADMINISTRATIVE REVIEW DRAFT
OCTOBER 2000

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I. INTRODUCTION

A. BANNACK OVERVIEW

HISTORY

Bannack's history began over 130 years ago on July 28, 1862, when John White and a group of gold-seeking "Pikes Peakers" from Colorado stopped by the banks of "Willards Creek." White and company found enough gold to make them giddy and enough grasshoppers to drive them crazy, so they renamed the stream, filed their claims, and tried to stifle word of their strike. In spite of their efforts, over four hundred miners arrived on the "Grasshopper Diggins" by fall and five thousand by spring, 1863. They poured north from Corrinne, Utah, and south from the Missouri River terminus of Fort Benton, arriving with barely enough time to throw up log shacks and stack sagebrush kindling before winter. Despite the different spelling, they named the town after the resident settlers, the Bannock Indians, and gathered in "subdivisions," such as Yankee Flats, based on Civil War preferences.

The rush to the easy pickings of placer gold swelled Bannack's population for exactly ten months. On May 26, 1863, residents James Stuart, Henry Edgar, Bill Fairweather, and Barney Hughes, exploring for still better gold, found it in Alder Gulch, sixty miles to the northeast. The quartet's studied nonchalance at a Bannack Saloon triggered Montana's next major gold rush—its greatest—to what would become Virginia City. Within a year, Bannack was left to become the "grand old lady" of Montana mining boomtowns.

Bannack's rich and colorful history has spanned over a century in time. Many historians consider Bannack the "birthplace of Montana history". It was the site of many "firsts" in the state's history. Bannack had the first jail, hotel, hard rock mine, electric gold dredge, quartz stamp mill, and commercial sawmill. The early stages of Montana's education system, territorial government, and justice system, as well as innovations in mining technology, all had their roots in Bannack.

Bannack spawned Montana's first true villains and the territory's first impromptu judicial system. In fall, 1863, Bannack residents unwittingly elected Henry Plummer sheriff. Plummer, a criminal from California, and his band of "innocents" held the town and what was then Idaho Territory hostage to frequent robbery and murder until community leaders realized that the "law" had become lawless and the "good guys" created a vigilance committee. By February 1864, they had hanged Plummer and twenty-four of his supposed gang members in Bannack and Virginia City.

Three months later, in May 1864, Congress created Montana Territory and Abraham Lincoln appointed Sidney Edgerton territorial governor. Edgerton chose Bannack as the territory's first capital and Montana's first territorial legislature met there. Simultaneously Bannack became the seat of Beaverhead County.

The economic, social, and political transformation that rushed into Montana through Bannack's doors surged beyond it into every Montana gulch and along any passable Montana corridor. As the Civil War wound down and steamboats huffed up the Missouri to Fort Benton, overland emigrants made their way north over the Bozeman Trail. Overflow prospectors spawned gold camps in Helena, Diamond City, Jefferson City, Butte, Montana City, and a host of other far-flung mountain placers. Businessmen and ranchers hurried in to feed the mining camps, and families followed.

As Montana settlement surged, Bannack began a century of slow decline. By 1865, Virginia City, itself losing population, captured the territorial capital. For the stage to Corinne, Bannack became a secondary stop rather than a destination. Still, through the mid-1870s stalwart citizens worked to make Bannack a stable town. They built a two-story school, a Masonic temple, and an imposing brick courthouse. An Indian scare even galvanized them into enough religion to construct a church. But Bannack's chances of surviving as a commercial hub ended in 1880, when the Union Pacific built a spur link to Dillon, bypassing Bannack altogether. A year later, Dillon outvoted Bannack to become Beaverhead County seat.

Certainly Bannack remained an active town and witnessed a typical western mining pageant, an endless stream of hopefuls trying anything that might pay. Simple placer mining evolved into hydraulic mining and underground tunnels gave way to dredges. The dignified brick courthouse became the Hotel Meade. To compete with neighboring communities, Bannack fielded a baseball team. The town hosted traveling shows and its citizens gathered for winter ice-skating in the deep chill of their high mountain valleys. As cars replaced horses, liveries were converted to garages.

Eventually, declining gold prices, society's love affair with modern conveniences, and remoteness killed Bannack. By 1940, Bannack's few citizens and others from Dillon began to realize that the town's greatest value lay in her past. Before and after World War II, Western Montana College and the Beaverhead County Museum Association purchased available or threatened properties. On August 15, 1954, The Beaverhead County Museum Association formally donated these properties to the State of Montana "for use as a Public Park, historical site and recreational area." (Appendix A for copy of deed) Over the next 25 years, all properties within the town site were acquired.

PRESERVATION

Since the acquisition of Bannack as a state park in 1954, preservation of the buildings has remained a priority and a major focus. Essentially, the state took a boarded-up abandoned town and began the slow process of keeping the structures from fading into the sagebrush and dirt. Early efforts focused on restoring three primary buildings. Walls in the Hotel Meade, Masonic Lodge, school, and church had to be re-plastered. Siding on the School/Masonic Lodge and the church had to be installed where missing portions were allowing snow, rain, and wildlife to further deteriorate the structures. Missing

chimneys and porches were re-built on the Hotel Meade, and windows installed in empty frames and the boards removed.

A major effort to remove "modern intrusions" was also a focus during the 1960s and 1970s. Siding was removed from buildings along with modern metal screen doors. Electrical outlets, fixtures, and evidence of plumbing were stripped from interiors. Furnishings were removed and many of the buildings were left totally vacant and bare.

By the 1980s and 1990s, preservation efforts focused on "arrested decay" rather than restoration and renovation. Capital projects during this time period replaced rotting sill logs, rebuilt weak flooring, and roofs when necessary. Some foundations were poured under buildings that previously had none. Extensive work on re-daubing and re-chinking was completed, as was window replacement. In addition, the Bannack Mill received major renovation work as a part of a Mini Superfund clean-up project. The millings vats were emptied of their tailings, the roof stabilized, and the upper decking rebuilt to accommodate visitors on tours.

Preservation of buildings dating back to the 1860s will continue to be a major focus and priority at Bannack. These buildings provide the physical links to our past and open the doors to discovering Montana's history. Bannack provides a rare opportunity to preserve and interpret Montana's rich past, from the beginning of the gold rush through the formation of the territory, onto statehood, past the depression, and into the state park we have today.

BANNACK TODAY

Bannack State Park is one of 41 parks administered by the Parks Division of the Montana Fish, Wildlife and Parks Department. It is located 25 miles southwest of the Beaverhead County seat of Dillon, and is surrounded to the north and south by land administered by the Bureau of Land Management, and on the east and west by private property. (Map 1: General Location of Bannack)

Over 60 structures remain today and the entire site, 1200 acres, is owned and managed by the Montana state park system (Map 2 for town site). The park also includes two primitive campgrounds, a picnic area, visitor center, office, workshop, and two year-round residences. Park staff includes a full-time manager, assistant manager, maintenance supervisor, and additional seasonal staff (Appendix B for staff organization chart). Annual visitation is close to 30,000 people per year (Appendix C for use statistics). The operating budget for 1999 was about $35,000, exclusive of staff costs (Appendix D for budget).

The park is open year-round, with a variety of educational, recreational, and interpretive opportunities offered. Community support remains strong today through the Bannack Association, formed in 1990 to promote and support the park.

B. PURPOSE OF THE PLAN

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7. Provide a basis for management decisions and actions.

8. Provide a guide for the day-to-day operation of Bannack.

Legend

- State Parks
- Rivers

Roads

- Interstate
- Montana Road
- Secondary Road
- U.S. Route
- Lakes
- National Park Service Lands

Rev	Date	Description	Dwn By	Apvd By
0	02/17/00	Vicinity Map	DRH	

omprehensive Management Plan
Bannack State Park

Prepared For:

Montana Fish, Wildlife & Parks

Date: 02/17/00	Vicinity Map
Project No.: 9104	Figure 1
File: 9104_Bannack/Vicinity.apr	
TREC, Inc.	

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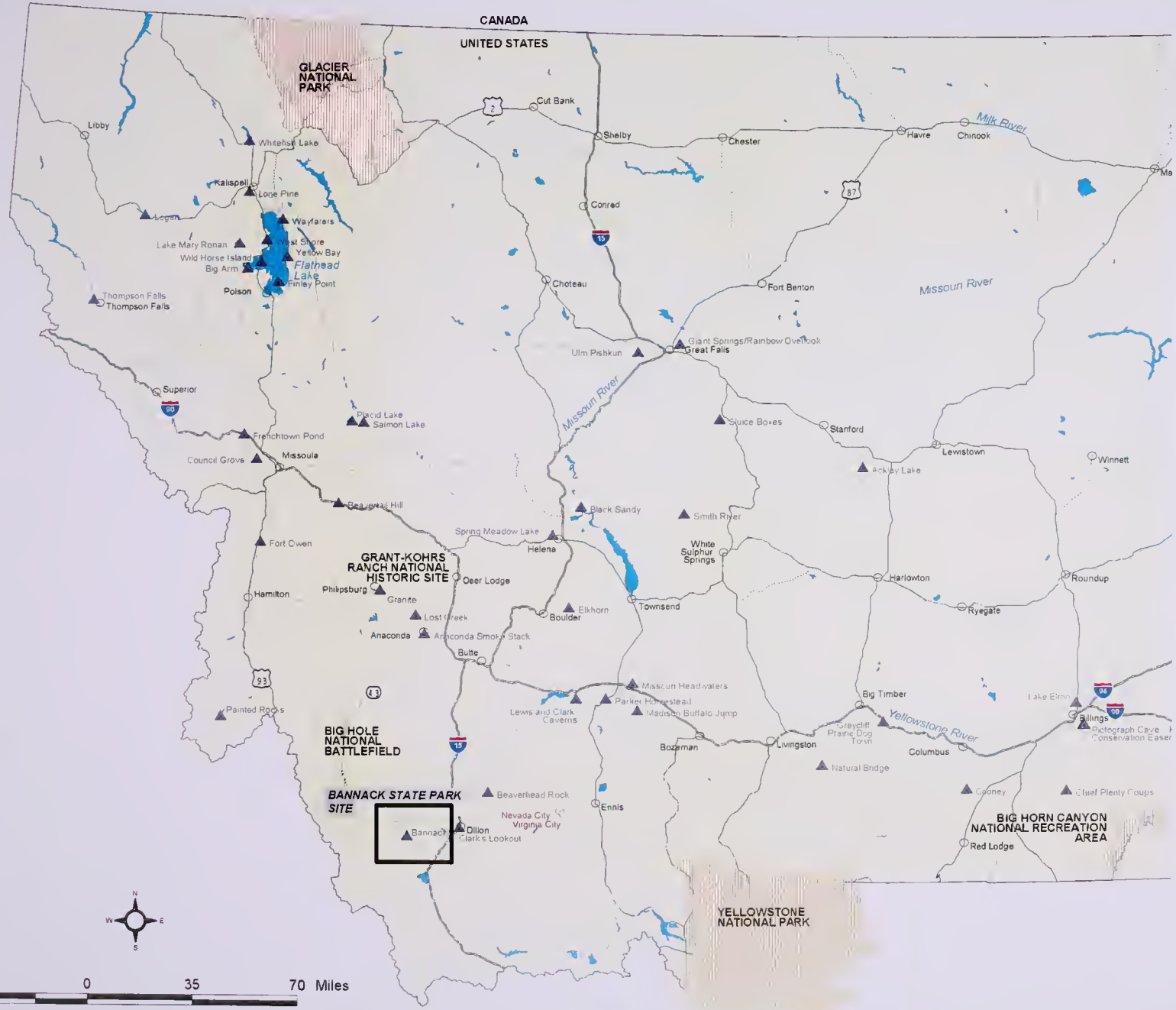

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0	02/17/00	Vicinity Map	DRH	

Comprehensive Management Plan
Bannack State Park

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Date. 02/17/00	Vicinity Map
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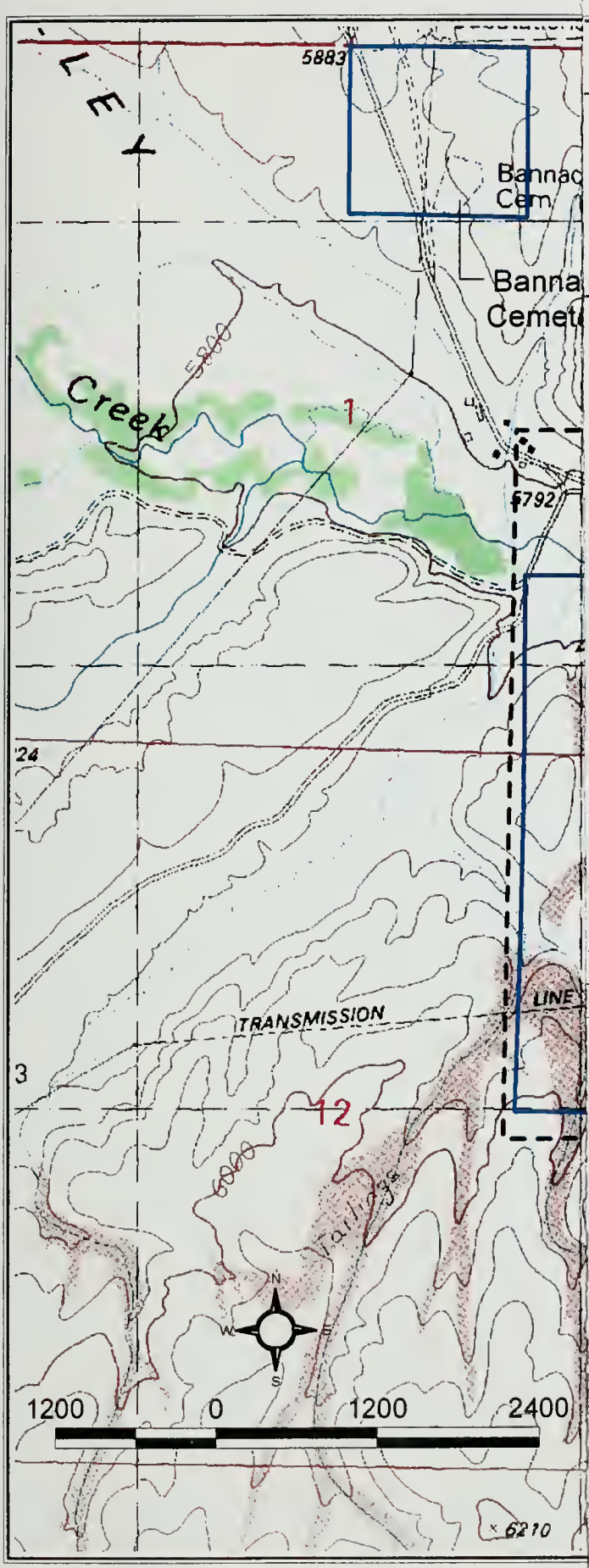

Legend

Bannack State Park Land

National Historic Landmark Boundary

Notes:

Boundaries interpolated, not to be used as legal survey.

Date	Description	Dwn By	Apvd By
11/03/99	11/4 Meeting	ANP	
02-17-00	Modified State Park Land Boundary	DRH	
03-27-00	Modified State Park Land Boundary	DRH	

mprehensive Management Plan
Bannack State Park

Prepared For:

Montana Fish, Wildlife & Parks

: 03-27-00	Site Plan
ect No.: 9104	Figure 2
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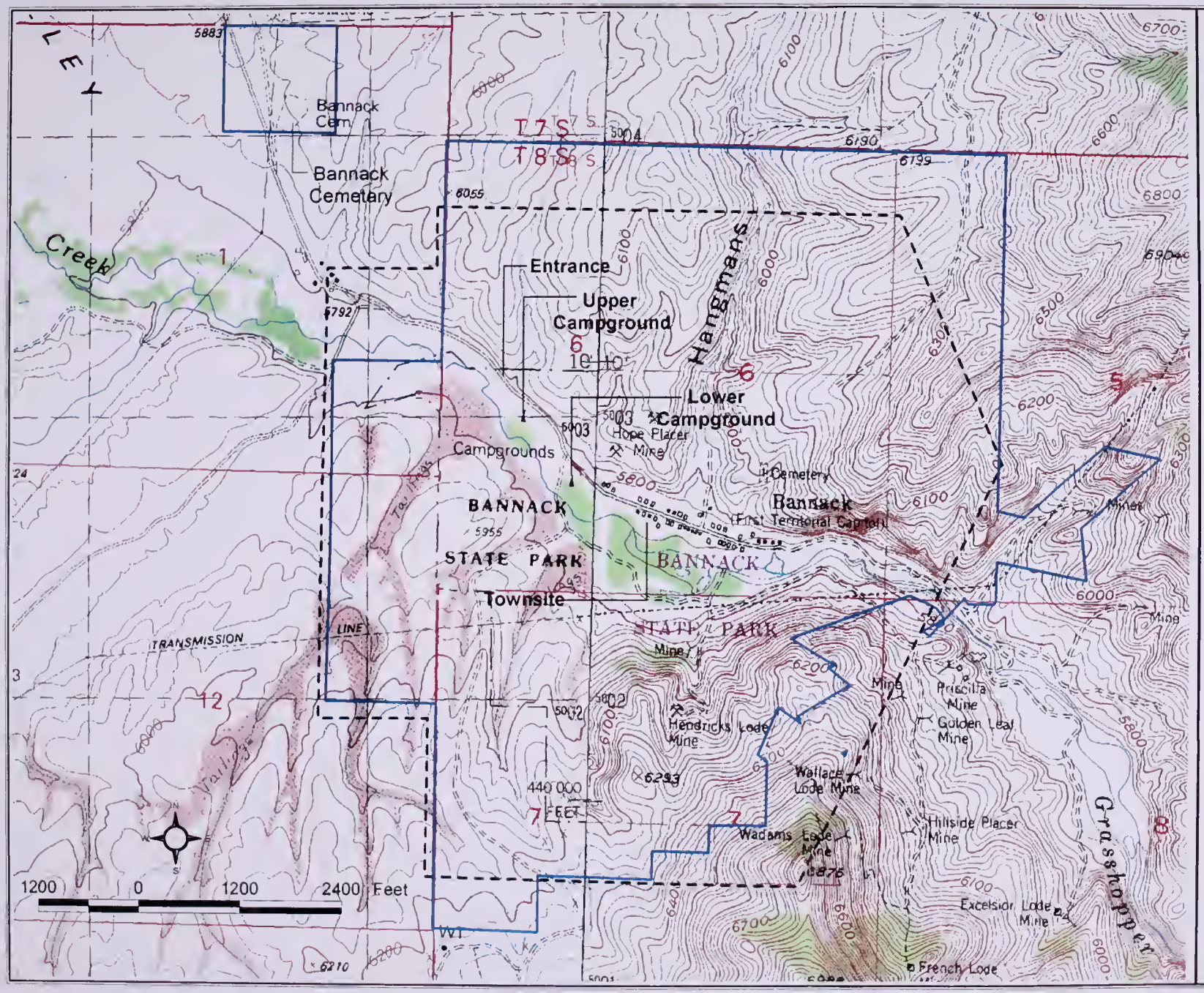
REC, Inc.	



Legend

Bannack State Park Land

National Historic Landmark Boundary

Notes:

Boundaries interpolated, not to be used as legal survey.

Rev	Date	Description	Dwn By	Apvd By
0	11/03/99	11/4 Meeting	ANP	
1	02-17-00	Modified State Park Land Boundary	DRH	
2	03-27-00	Modified State Park Land Boundary	DRH	

Comprehensive Management Plan
Bannack State Park

Prepared For:

Montana Fish, Wildlife & Parks

Date 03-27-00	Site Plan
Project No : 9104	Figure 2
File 9104_Bannack/Siteplan.apr	
TREC, Inc.	

II. THE PLANNING PROCESS

A. OVERVIEW OF THE PROCESS

In 1998, Montana Fish, Wildlife and Parks began an ambitious and innovative management planning effort for Bannack. The steps involved in the process were:

1. Established the planning criteria and selection process for the planning team and selected the planning team members. Hired a consultant to coordinate the process. (Appendix E for Planning Team selection criteria)

2. Compiled past planning documents (Appendix F) and public scoping. (Appendix G)

3. From August through October 1999. Focused public meetings were held to identify issues and concerns that were facing Bannack now and in the future. (Appendix H for summary of meetings)

4. November 4, 1999. The planning team met to develop a mission and vision for Bannack and identify the main issues that would be the focus of the Management Plan.

5. November–December 1999. Small sub-groups of the Planning Team evaluated the issues and recommended options.

6. January 2000. Planning Team steering committee reviewed options, identified overlap, and made recommendations for the first draft of the plan.

7. March 2000. First Draft of the plan issued for internal review by the Planning Team members, who suggested additional detail in several areas, including a fire risk assessment, acquisition and collection policy, and carrying capacity guidelines among other items.

8. September-October. Plan available for public review. It is available on the Fish Wildlife and Parks website at http://www.fwp.state.mt.us/parks/parks/htm or upon request to:

   Bannack State Park Manager
   4200 Bannack Road
   Dillon, MT 59725
   (406) 834-3413
   bannack@montana.com

9. November- December 2000. Public comments will be reviewed and revisions made to the plan. Once finalized, the plan will be submitted to the Director of Montana Fish, Wildlife and Parks for approval.

BANNACK MANAGEMENT PLAN – PLANNING TEAM MEMBERS

Lynette Adkison
Curly Anderson
Mark Anderson
John Barrows
Jim Brammer
Kurt Cunningham
Dick Ellis
Jeff Erickson
Nate Finch
Dennis Flath
Gary Hammond
Garth Haugland
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Jon Hoerning
Michael Horn
Sandra Oldendorf
Dori Passmann
Peggy Reddick
Marcella Sherfy
Stan Smith
Ken Soderberg
Debbie Sorensen
Cindy Staszak
Richard Teer
Jerry Walker

Consultants: Anne Cossitt, Doug Graves

B. ARRIVING AT THE RECOMMENDED ACTIONS

Before actions could be recommended in the plan, criteria had to be established to narrow down and focus those actions towards achieving established goals and objectives. The planning team used Fish, Wildlife and Parks guidelines combined with public input to establish those criteria, including the Bannack Mission, Bannack Experience, Management Outcomes and Alternative Evaluation Criteria.

MISSION

One of the first steps of the planning process was to establish a shared vision of the purpose or mission of Bannack State Park. The mission statement serves to provide a more focused direction for the identification of issues and the development of management goals and objectives. The Bannack mission statement had to fit within the framework of the mission of Montana Fish, Wildlife and Parks and the mission of the Parks Division.

Montana Fish, Wildlife and Parks Mission

The Montana Department of Fish, Wildlife and Parks, through its employees and citizen commission, provides for the stewardship of the fish, wildlife, parks and recreational resources of Montana, while contributing to the quality of life for present and future generations.

Parks Division Mission

The mission of the system is to conserve a representative diversity of the state's natural, cultural and recreational amenities, provide resource education and interpretation, and help facilitate sustainable economic development through tourism.

Bannack State Park Mission

The mission of Bannack State Park is to preserve and protect its historic integrity, fabric, resources, landscape and atmosphere, from its beginnings as an isolated frontier mining boomtown through its evolution as a slowly dying, abandoned community. Through education, preservation and interpretation, Bannack will provide and perpetuate the unique "Bannack Experience" in order to spark current and future visitors' imaginations and enrich their opportunity to understand the history made in Bannack and the lives of the people who lived and worked there.

parks of Montana

BANNACK EXPERIENCE

There was also the need to establish a shared vision of what Bannack would be in the future. Bannack visitors and supporters often comment that they would like to see Bannack "remain just as it is today," or they would like Bannack to "never change." Through public scoping, the planning team tried to get a feel for what it actually was that visitors liked about Bannack and define what it was that they didn't want to see changed. In essence, the planning team wanted to verbally define the BANNACK EXPERIENCE, so that the planning team would be able to preserve that experience for current and future generations to enjoy. By defining the Bannack Experience, the planning team could then develop goals and objectives that were consistent with the experience and served to promote and protect this experience.

BANNACK EXPERIENCE

Experience the past. Walk the quiet, dusty, deserted street past buildings weathered and worn by the ravages of time. Rusty tin cans, an old bottle, square nails. Imagine the past. An old bedstead, a broken chair, a well used wood cook stove, bits and pieces of the past fill in the spaces and spark the imagination, free from modern day intrusions and commercialization. Touch the past. Sit in the school desks, empty and abandoned since the 1950s. Step inside the Courthouse vaults. Run your hand along the hand-hewn logs crafted 120 years ago. Hear the past. An old door, one hinge missing, creaks and groans in the wind. A cold draft edges through the cracks in the missing chinking and sends shivers up your spine. Quiet. Solitude. Discover the past. First major gold rush, first territorial capital, first county seat of Beaverhead County. Sidney Edgerton, Henry Plummer, Chief Snag, Vigilantes and Road Agents, miners, business men, Chinese immigrants, women and children. Interpret the past. Boom and bust, fortunes won and fortunes lost, birth and death, disease and prosperity, law and order, good and evil. Relive the past. Experience history where it actually happened. Touch History. Bannack, an era in time, preserved and protected, for now and forever. This is the "Bannack Experience."

MANAGEMENT PLAN OUTCOMES

The mission statements, Bannack Experience and the outcomes of the Parks 2020 Vision Plan were the guiding lights used to establish Management Outcomes for this plan. The goals, actions and policies established in this plan were designed to meet at least one of the following three major outcomes:

1. *To aggressively preserve and protect Bannack's unique cultural, historic, recreational and natural resources for current and future generations.*

2. *To provide current and future visitors to Bannack the opportunity to safely enjoy the Bannack Experience.*

3. *To provide outstanding educational, interpretive, and recreational opportunities for current and future park visitors, while maintaining the Bannack Experience.*

Throughout the planning process, decisions had to be made that would maintain the delicate balance between these outcomes. Increasing visitation and use of Bannack have a subsequent impact on the historic, cultural and natural resources and the ability to maintain those resources into the future. Increasingly larger numbers of visitors to Bannack in the future will not only affect the resources, but will also diminish visitors' opportunities to have the Bannack Experience as defined, and make the achievement of the Bannack mission more difficult.

ALTERNATIVE EVALUATION CRITERIA

Through public scoping, it was determined that there were eight primary issues that needed to be examined in the Management Plan. Each issue was defined and goals were established for dealing with each issue. Next, actions for achieving each goal were evaluated. In most cases, several alternative actions were looked at for achieving each goal. In order to select the best alternative, the planning team established the following criteria and asked the following questions of each alternative action in order to arrive at the best possible action.

DOES THE ACTION OR POLICY ...

1. Meet the Bannack mission?
2. Contribute to perpetuating the Bannack Experience?
3. Meet at least one of the three main outcomes? Specifically, does it:
   a. Limit visitor impacts on the resources?
   b. Meet the interpretive/educational needs?
   c. Limit or reduce structure deterioration?
   d. Protect cultural and natural resources?
   e. Provide for public and staff safety?
   f. Maintain the recreational opportunities?
   g. Have a positive or negative impact on special events?
4. Can the action be implemented?
5. Roughly, what will it cost to implement? (On a scale of low-to-high)
6. Can the action be accomplished in the next 10 years?
7. Will the action/policy require additional staffing?

III. MANAGEMENT PLAN

ISSUE STATEMENTS, DISCUSSION, PUBLIC COMMENTS, GOALS, ACTIONS, AND POLICIES, JUSTIFICATION

This section addresses each specific issue with goals, policies and actions. No attempt was made to prioritize actions in this section. Refer to Section IV Plan Implementation for a timeline for accomplishing action tasks.

ISSUE 1. BUILDING PRESERVATION AND STABILIZATION

ISSUE STATEMENT: Buildings at Bannack are deteriorating from weather, use and time. Over the years, preservation and stabilization work on these buildings has taken a wide range of approaches, from restoration to arrested decay, often resulting in a conglomeration of treatments, with no consistency. Preservation and stabilization work should be high quality, consistent, and well documented in its approach. Access to buildings is a major unique characteristic of Bannack. People want to continue to wander in and out of the buildings, but at the same time this use is contributing to the deterioration of the structures.

Discussion: The current approach to building preservation at Bannack, which attempts to be an arrested decay philosophy, is not working. "Arrested decay" is not a workable concept; no one can "arrest" decay. It is also not a concept borne from contemporary preservation thinking. Buildings have a variety of uses and cannot all be treated equally. During the course of the management planning effort, a preservation philosophy was developed that takes these factors into consideration, lays out guidelines and direction for preservation based on dividing the buildings into categories, and defines levels of treatment for each category based on use, historic integrity, and visitor and staff safety.

Even with great detail in the contract specifications for preservation work (sometimes resulting in documents several inches thick), the buildings at Bannack are not consistently getting quality work, and in some cases, work has been left incomplete. At times, workers hired on low bid basis were not even familiar with how to use a broad ax and other common preservation tools. The planning team looked at four options that would ensure that Bannack buildings are preserved in a consistent, high quality manner:

1. No action.
2. Develop MOUs (Memorandums of Understanding) with competent, knowledgeable, qualified entities for Bannack Stabilization as defined in current Montana Contracting Laws PL 18-2-301 (See Appendix Q).
3. Hire and train an in-house preservation team. Investigate cooperative agreements with other state, federal and local entities to use this team. Incorporate training sessions at Bannack as a means to stabilize buildings.
4. Investigate the possibility of new legislation that would develop a contracting system that identifies a contract crew for a period of one-year increments based on a pre-qualification process that specifies the skills, abilities and quality necessary for this work.

As more and more people visit Bannack, the wear and tear on the buildings is increased as well as the incidents of vandalism. Visitors want to be able to go inside buildings. A compromise must be reached that balances use and preservation. The planning team looked at a variety of options including: unlimited access to buildings by the public, seasonal rotation of open buildings, limited access, guided tours only, and allowing these closure decisions to be made within the confines of the preservation philosophy and at the discretion of the manager.

Public Comment: High quality preservation of the Bannack buildings was by far the highest priority item of the 1998 Capital Improvements survey. In virtually every other survey done at Bannack, respondents mentioned as a priority the need to preserve Bannack buildings. The mechanics of how to preserve and stabilize the buildings was an area for a wide variety of opinions, ranging from maintain as they are to full restoration, with many options in-between. However, overall, most visitors wanted to see Bannack remain "just as it is."

The 1994 survey results clearly indicated that freedom to go inside buildings was important to the visitor experience at Bannack. Ninety-four of the respondents rated the "freedom to go inside buildings" high to very high.

Goal 1a: Implement the building preservation philosophy to guide decisions on building stabilization, and prevent an unacceptable rate of further deterioration in a high quality, consistent, well documented manner. The preservation philosophy (included in this document immediately following this section on Building Preservation and Stabilization) categorizes buildings into preservation types, based on use, historic integrity and public safety, and prescribes levels of treatment for each category.

1. Basic Preservation. The majority of Bannack buildings will be maintained in this category. The focus of work on buildings in this category will be to slow down the deterioration of the buildings and prevent their collapse through the least invasive means.
2. Core Buildings. The primary core historic buildings (no more than seven total buildings, and currently the Church, Hotel Meade, School/Masonic Lodge, jail and Skinners Saloon) will be maintained to a higher level than the remainder of the buildings due to their high level of use and historic integrity.
3. Adapted and New Buildings. The Adapted Use or New Buildings (no more than six total buildings and currently the Visitor Center, State House, Thompson House, Manager's Residence, and New Work Shop) will be modernized to accommodate current use.*

Action:

A1-1: Implement the Bannack Preservation Philosophy.

Benefits of Action/ Justification: The Bannack preservation philosophy will ensure that buildings at Bannack are stabilized and preserved in a consistent, thoughtful manner, fulfilling our mission to preserve and protect this cultural treasure for current and future generations. Full restoration is not economically feasible, nor does it contribute to the Bannack Experience. The preservation philosophy details the level of treatment for groups of buildings based on use, historic integrity and safety. The preservation philosophy at Bannack will be multi-dimensional and will honor and preserve history from Bannack's beginnings as a mining camp, through its virtual abandonment in the 1950s. The buildings will retain and reflect their unique layers of history and original materials will be preserved to the highest extent possible. All preservation projects will meet the Secretary of Interior's guidelines for historic preservation.

Goal 1b: Provide consistent and high quality work on the Bannack buildings. Work emphasis must be on quality and workers must possess the specialized skills necessary for preservation work.

Action:

A1-2: Hire and train an in-house preservation crew. Work with establishing training workshops and MOUs with non-profit entities to supplement the work done by the in-house crew.

* Note: Five of seven potential core buildings and five of six adapted and new buildings have been listed here. This allows future flexibility in designating two additional structures as core buildings and one additional structure for adapted use. There will be no construction of new buildings in the town site under the Adapted and New buildings category.

Benefits of Action/Justification: Preservation work at Bannack is too critical to the overall management of the park to allow work to be done by the lowest bidder. Ideally, an in-house preservation team would allow the greatest consistency, provide the most work for the money and ensure the highest quality. This should be the ideal to aim for. Maintaining buildings with in-house staff saves money in the long run. Work is done continually and upkeep of the buildings becomes on-going. This preservation team could not only include Bannack, but also could span state and federal agencies, and involve work at Virginia City and Nevada City. Contracting the work out ultimately is much more costly. The time and expense of administering the contracts coupled with delaying the work until a contract can be let and dealing with contractor delays and failures makes this option a poor one at best. Changing legislation to enable pre-qualifications takes precious time that Bannack does not have to spare.

A1-3: Complete a Historic Structures Report on every Bannack building, complete with a priority listing of work by 2004.

Benefits of Action/Justification: This report will provide professional evaluation of all Bannack structures as well as a prioritized listing of work to be completed. It will help to identify those projects that can be considered routine maintenance and can be completed "in house" versus those that will need to be professionally designed and completed.

Goal 1c: Limit normal wear and tear effects from visitors and provide for the long-term preservation of the buildings while attempting to maximize public access to the buildings.

Policy:

P1-1: At a minimum, core buildings, as defined in the preservation philosophy, would remain open to the public. Public access to other buildings should be available as feasible, within the confines of the preservation philosophy, which takes into consideration public safety, retention of original materials to the highest extent possible, and preservation of the Bannack Experience. Buildings may be closed on a seasonal rotation or a rest-rotation basis in order to preserve the longevity of the structure or to allow for preservation work in progress. No additional buildings or portions of buildings will be blocked off with Plexiglas, in order to retain the abandoned atmosphere rather than a museum atmosphere.

Benefits of Action/Justification: Visitors will be able to always access some buildings with this option. The park manager will retain the flexibility to determine the method and number of buildings that will close, based on preservation work in progress, public safety and retaining the Bannack Experience. Options may include seasonal rotation, access through guided tours or other options as feasible, with public safety a primary consideration.

Action:

A1-4: Construct a new Visitor Center that will provide ample room for rotating interpretive displays, artifacts and other interpretive media, and a space for public education.

Benefits of Action/Justification: A new Visitor Center, with the capability to expand interpretative offerings, will allow visitors to experience more of Bannack at the Visitor Center. Artifacts that cannot safely be left in the buildings can be placed on display in the Center. Interpretive media will tell the story of Bannack in a way that the buildings cannot. Increased interpretation in the Visitor Center will reduce the amount of time visitors need to spend actually inside the buildings, thus reducing wear and tear. Plus, it will reduce the need for potentially obtrusive on-site interpretation.

BANNACK PRESERVATION PHILOSOPHY

INTENT

The intent of the Bannack preservation philosophy is to define and provide guidelines for the preservation efforts at Bannack so that work on the buildings will be done in a consistent, high quality, well documented manner. The guiding principals dictate the overall approach to preserving and interpreting Bannack. The preservation principals define the levels of treatment for Bannack Buildings. Together, they are the building blocks for this philosophy.

Buildings at Bannack serve a multitude of purposes and adapted uses. It quickly became evident that a preservation philosophy that attempted to treat all buildings as equal was not feasible. Not only do buildings vary in their use and adapted use, but also in their construction, state of decay, historic integrity, and level of safety. In addition, some building use changes over time and building condition is not a constant factor. The level of work done on buildings, and the types of treatments fall into three general categories. The three categories are:

Level 1: Basic Preservation Level.
The majority of Bannack buildings will be maintained in this category.

Level 2: Core Buildings.
Key historic buildings at Bannack that enhance the aesthetic and interpretive values for the public.

Level 3: Adapted and New Buildings.
Buildings that are either new construction or have been adapted for active, modern uses.

All Bannack buildings will have a professionally completed "Historic Structures Report' completed on them by 2004, and then every 10 years thereafter. These reports will not only detail work necessary, but also will also prioritize the work, and indicate what work will require a consultant to design. At that time, a committee consisting of the Bannack Manager, Bannack Maintenance Supervisor and Region 3 Parks Manager will review the reports and layout work projects. Routine maintenance will be on-going.

When building work is scheduled and planned for Bannack buildings, the following steps will be taken:

1. Determine the general category that the building belongs in. Does the building need to stay in this category, or should it be moved to a different level? What is the current use and level of preservation for this building? What needs to be completed to make this building safe and to provide for the long-term preservation of this building.

2. Examine the building and determine the approach necessary to stabilize the building, while retaining the most historic fabric and making the least amount of changes. The approach may include parts of all of the Secretary of the Interior's levels of treatment, from preservation of an entire structure to reconstruction of a structural member that poses a safety hazard.

3. Identify if the work can be completed "in house" or if the level of treatment necessary will require architectural design. Preliminary determination will be completed by the Region 3 Parks Supervisor, Bannack Manager and Maintenance Supervisor. All work that may be considered "routine maintenance" may be done in-house, without consulting with an historic architect or the State Historic Preservation Office, based on a yet-to-be-completed agreement with SHPO. This work may include, but is not limited to: replacing chinking and daubing, replacing windows, replacing rotting sill logs and floor joists, repair and replacing roofing. Any work that goes beyond routine maintenance will be detailed and reviewed by a historic architect and/or the State Historic Preservation Office, as well as the Bannack Manager and Maintenance Supervisor. Should a building pose an immediate threat to the safety of the staff or visitor at Bannack, it will be immediately secured in whatever manner is necessary.

Overall, the preservation approach at Bannack will be multi-dimensional, and will honor and preserve history from Bannack's beginnings as a mining camp through its virtual abandonment in the 1950s. The buildings will retain and reflect their unique layers of history, and original materials will be preserved to the highest extent possible. All preservation projects will meet the Secretary of Interior's guidelines for historic preservation.

GUIDING PRINCIPALS

1. All historic resources at Bannack, from prehistory through 1954 when Bannack became a state park, are understood to contribute to the site's value and are preserved and interpreted. The park is not important for its resources at one moment in time, but for its resources over time.

2. The historic "story" at Bannack includes that entire range of human activity from prehistory to 1954. While Bannack's role as one of the first major gold strikes and Montana's first territorial capital may be the most important roles for visitors to understand, they are not the only important roles.

3. The sum of the surviving historic resources (prehistory through 1954) at Bannack and the relationships of all the resources to each other is critical to its' interpretation. The entire town site and the

4. surrounding landscape should be considered a single historic entity composed of innumerable individual units and details, which experienced together as a whole, allow visitors to easily relate to the past.

5. There are several core historic buildings in Bannack that serve to define and identify Bannack's unique character. These buildings include the Hotel Meade, Skinner Saloon, Methodist Church, School/Masonic Lodge and jail.

6. Bannack will be maintained an abandoned ghost town. A ghost town portrays the evolution of a place over many generations. It shows the effects of weathering and abandonment. It contains some belongings and furnishings and equipment—but those that have been left behind. Historic house museum treatment is the opposite of this intention.

PRESERVATION PRINCIPALS

These principals will apply to all levels of buildings.

1. **MINIMALIST APPROACH**: Bannack will take a "minimalist approach" in all preservation efforts. **A "minimalist approach" is defined as those treatments that make the least amount of changes and alterations to buildings possible, while still protecting the longevity of the building and providing for public safety.** Bannack will be guided by the philosophy that "it is better to do nothing than to do the wrong thing". Once the historic fabric or historic integrity of a building is altered, it is changed forever. Once historic fabric is lost, it is lost forever.

2. **PREVENTATIVE MAINTENANCE**: Bannack will develop and use an aggressive and focused routine preventative maintenance program as the key approach to long term building preservation rather than a focus on replacement and reconstruction. Day-to-day, routine tasks will include tasks such as replacing windows, ensuring that doors latch, finding and mitigating leaks, and re-nailing loose siding and fascia boards.

3. **ORIGINAL MATERIALS**: Bannack will retain, from a visual and structural standpoint, as much of the original historic integrity, fabric and craftsmanship of the site as possible, from the smallest details of individual structures to the overall combination of every building and its surrounding landscape. "Original" material is valued over other material that imitates original. It is critical for visitors to understand that they are seeing and touching materials that have survived from the past—rather than "stage sets." When it is determined for health, safety, or interpretive reasons that there is no choice but to introduce new fabric or artifacts into Bannack, the least amount, the least intrusive and the kind most reflecting of an abandoned 1860s to 1950s town will be used. When new materials are introduced, the historic diversity of materials and techniques will be maintained and continued. For example, board and batten roofs will only be replaced with board and batten rather than with shingles and shakes.

4. **QUALITY VERSUS QUANTITY:** The quality of preservation work at Bannack will not be sacrificed due to the lack of funding. Every effort will be made to ensure that this historic treasure is preserved in a high quality,

professional manner. Long term funding for the high cost of preservation work will be aggressively pursued.

5. **REPAIR AND REPLACEMENT MATERIALS**: Bannack will evaluate the existing condition of historic features to determine the appropriate level of intervention needed. Where the severity of deterioration requires repairs or limited replacement of a historic feature, the new work matches the old in design, color, texture, species, craftsmanship, and where possible, materials. For example, when replacing a rotting or failing log, only logs of matching species should be used. These logs should be free of markings associated with modern techniques such as chain saws and power tools. On hand hewn logs, every effort should be made to duplicate ax marks and other unique markings to replicate original craftsmanship. Repairs are made "in-kind." All modification, repairs, or replacement of materials and features is preceded by sufficient study and recording to protect research and interpretive values. Repair or replacement of features is substantiated by archeological, documentary, or physical evidence. When replacing any structural element or material, only matching materials should be used. On any new or replaced materials, the month and year should be stamped into an obvious, non-intrusive location. This is used for future reference to date the project completion.

6. **RESTORATION**: Complete building restoration to "new" condition or to a specific time period will never by attempted at Bannack. A completely restored structure would present a grating contradiction to the sights and feelings engendered in an abandoned frontier mining town.

7. **RECONSTRUCTION**: No attempt will be made to re-construct structures that existed during Bannack's past. No matter how well done, the finished product would be no more than a modern re-production which would ultimately diminish the real value of Bannack's structures as original, real parts of the town's rich history. The exception to this principal will be if an adapted, new building, or a core building is lost to a catastrophic event (fire, earthquake, and flood). In the event of such an occurrence, these buildings will be rebuilt to replicate the state before loss, rather than restored to the original condition and will meet the Secretary of Interior's Standards for Reconstruction.

8. **NEW STRUCTURES**: No new structures will be built within the primary historic zone of Bannack, located between the two gates on either end of the town site and north of the creek. Any new facilities will be constructed outside of this zone.

9. **DOCUMENTATION**: All work is thoroughly documented and recorded in detail. Before and after black and white photo will be

taken, and information will be recorded and referenced in the photos. Written documentation will state the date of work, the building block and lot as well as verbally describe e what was done, dimensions and locations of replacement materials, type of materials used and any changes in historic fabric. The building maintenance documentation forms available at Bannack will be completed within 1 week of completing any work on a Bannack building. Photo documentation will be processed and recorded within two weeks of work completion. Any replacement wood will be stamped with the current date.

10. **HEAVY EQUIPMENT**: Use of heavy equipment to excavate around buildings will be limited and determined on a case-by-case basis. This will not only ensure that original workmanship and structural integrity of the buildings is not lost, destroyed or damaged, but it will also include the protection and preservation of artifacts and of the historic landscape.

11. **SECRETARY OF THE INTERIOR'S STANDARDS**: All work will fall within the guidelines of the Secretary of the Interior's Standards, as well as the more detailed guidelines provided here. The Secretary of the Interior's Standards that will be followed include Preservation, Stabilization, and Restoration.

LEVEL 1 PRESERVATION: BASIC PRESERVATION (Most Bannack buildings)

1. DEFINITION: The majority of the buildings at Bannack should be preserved and stabilized with a "minimalist approach," to prevent further deterioration. In the course of preserving these buildings, it may be necessary to intrude on the original. It should be remembered, however, that natural decay in Bannack is a slow and almost imperceptible process. We should not precipitously destroy structural elements for the purpose of preserving. Each structure must be carefully analyzed regarding the real necessity of any contemplated stabilizing effort, and any changes to the original should be resisted until it is clearly demonstrated that long-term structural integrity and/or public safety are overriding factors. All buildings are critical to the overall Bannack story and experience. The focus should be on retaining as much historic fabric and integrity as possible, even at the expense of limiting use. Original elements are precious remnants of the town's past, and their removal or replacement should not be taken lightly. The original material, once lost, can never be regained. In the future, these buildings may be shut down periodically on a rest/rotation system to further protect and retain as much historic fabric and material as possible. These buildings include all Bannack buildings not identified in Level 2 or Level 3, including the mill, all sheds, outbuildings, outhouses and root cellars.

2.PARAMETERS:

1. A minimalist approach will be taken.

2. Preservation efforts will emphasize protecting load bearing elements that are critical to maintain structural integrity.

3. These buildings will be preserved and stabilized as is, so that they appear to be in a "state of disrepair." That is, entire roofs will not be replaced, if a patch can solve the problem. Attempts will not be made to level and plumb doors and windows. All daubing will not be replaced if not necessary, as missing, falling-out daubing adds to the "ghost town" and abandoned atmosphere.

5. If a catastrophic incident occurs (fire, earthquake, building collapse) these buildings will remain as is, and will be interpreted as part of the evolution of this frontier-mining town.

6. Only limited modifications to the historic integrity will be made in the name of long-term maintenance. When these treatments are used (e.g., vapor barriers, drainage systems, foundations, insect preventatives, etc.), they will be unseen and must be demonstrated to provide sufficient long-term maintenance benefits.

3. DETAILS:

A. FOUNDATIONS: If necessary for structural stability, existing foundations will be replaced with exact duplicates in form and materials. If no foundation exists, the foundation will be stones.

B. REPLACEMENT MATERIALS: All replacement hardware and fasteners should be old materials.

C. WINDOWS: Old, rippled glass should be used in all buildings. All window and door glass should be puttied and glazed with pure-linseed oil putty. Most window openings will either be closed with glass, with sashes in good repair, or boarded up with appropriately matched wood, in order to prevent water damage. In cases where water damage would be minimal, window openings may be left open to add to the sense of abandonment.

D. LOGS: Logs should be treated with a clear preservative to prevent possible insect infestation when necessary. No pressure treated or incisor treated logs should be used. When working on partially rotted logs, only the affected area should be removed. This should then be replaced with similar material that is spliced and fit into place. The type of splice used should provide maximum structural strength. All splices should be doweled with hard wood and epoxied in place.

E. ROOFS: Will be retained until structurally unsound. Roof replacement will replicate the found materials. Temporary rolled roofing or corrugated tin will be used to extend and protect buildings until roofing can be replaced.

F. DOORS: Original doors will be retained. No attempts to level and plumb these buildings for the sake of closing doors will be made. Instead, the door or the doorframe will be modified if the door needs to close.

G. DAUBING: Missing and weathered daubing adds to the look and feel of an abandoned frontier mining town. Daubing will only be replaced when its absence is adding to the deterioration of the building by allowing water to enter. Replacement daubing will attempt to replicate existing daubing as much as possible. Existing daubing will be analyzed for hardness, color, consistency and components.

H. FLOORS: Original floors will be retained as long as possible. Sub floors will only be replaced when structural integrity is at stake. Then, only necessary structural supports will be replaced, with identical materials and craftsmanship. New supports may be added next to the original supports to provide strength. Original supports may then remain in place. When possible, the original structural elements will be retained in place, and new elements installed next to the original.

I. WALL and CEILING FINISHES: Original walls, ceilings, and wallpaper will be retained to the extent possible with plaster washers and staples.

J. SECRETARY OF THE INTERIOR'S STANDARDS: While it may be necessary at times to complete partial restoration,

rehabilitation and reconstruction on buildings within this treatment category, the primary focus of work in this building category will be Preservation. (See Appendix I for the Secretary of Interior's Standards on Preservation.)

LEVEL 2 PRESERVATION: CORE BUILDINGS

1. DEFINITION: These buildings demand a higher level of preservation due to their function as a key historic feature of Bannack. These buildings have unique aesthetic and interpretive values, provide for uses that the public demands or expects, and they have special needs for security and public safety. Preservation of these buildings must necessarily go beyond providing structural stability. The goal will be to keep these buildings open to the public, either through self-guided or conducted tours. These buildings currently include the Hotel Meade, School/Masonic Lodge, Skinners Saloon, jail and the Church.

2. PARAMETERS: Work on these buildings will go beyond providing structural stability and will also involve rehabilitation and restoration of non-load bearing architectural elements such as windows, doors, floors, and walls. This work shall replicate original materials and craftsmanship to the greatest extent possible. Work shall not leave the impression that the entire structure or building had been completely renovated. Only in the case of a catastrophic incident (fire/earthquake) shall the entire structure ever be totally reconstructed. Then it will only be reconstructed to its last form and function, and will follow the Secretary of the Interior's Standards for Reconstruction. Modifications to historic integrity may be made in return for long-term maintenance and preservation, as long as the modifications are generally hidden from public view. These modifications may include vapor barriers, crawl space ventilation, and foundations. No modifications to historic integrity may be made for strictly aesthetic purposes.

3. DETAILS:

A. FOUNDATIONS: Every effort should be made to retain existing foundations and foundation members if they are found to be structurally sound. This will ensure that the structural integrity that was originally built into the town will remain for future generations. If there is no foundation or support system, but such is necessary for public safety or structural stability, a concrete footing should be poured below grade with stones piled and mortared as necessary, to provide a structurally sound, historically similar support system.

B. REPLACEMENT MATERIALS: All replacement hardware and fasteners should be old materials.

C. WINDOWS: Old, rippled glass should be used in all buildings. All window and door glass should be puttied and glazed with pure-linseed oil putty. All window openings will be covered with glass or sash.

D. LOGS: Logs should be treated with a clear preservative to prevent

possible insect infestation when necessary. Pressure treatment and incisor treatment should not be used on logs in this building category. In order to maintain the structural integrity of these heavily used buildings, log replacement could be considered over log splicing on sill logs. Wall logs can be spliced and veneered, as conditions warrant. Failing non-structural logs will be spliced where feasible, rather than replaced.

E. ROOFS: Roofs will not leak. Concessions may be made to modify the historic integrity of a roof in order to prevent leaking. These treatments must be hidden from view. Treatments may include the addition of a vapor barrier or membrane, alternative application techniques to extend the life of the roof, and use of wood preservatives and fire resistant treatments, as long at they do not alter the historic style, exposure and materials. When feasible, original materials will be retained in-place, with new materials installed next to the old.

F. DOORS: All doors will be operable, latch shut, and be sufficiently constructed to keep out weather. Doors will provide for security and provide a barrier against the weather. Attempts to level and plumb these buildings may be made in order to allow for proper operation of interior and exterior doors. All exterior doors should close and latch. This will increase the lifespan of the building by preventing snow and rain from getting into the building.

G. DAUBING: All daubing will be in good repair and in place. Replacement daubing will replicate original material found at the time of replacement to the extent possible, in terms of color, texture and consistency.

H. FLOORS: All interior floors should be inspected and repaired to ensure public safety. This may require repair and replacement of floor joists, support systems, decking, etc. If the floor is structurally unsound, an attempt should be made to retain as much as possible of the original flooring and construct a new, structurally sound sub floor. For example, original floor joists will remain in place, and new joists placed along side the old. The original floor will then be rebuilt on top of the new sub floor.

I. WALLS and CEILINGS: Walls and ceilings will be rebuilt as necessary to protect the health and safety of park visitors. Original materials and craftsmanship will be replicated.

J. INTERIOR FINISHES: Existing interior finishes will be retained to the extent possible, including interior wall and ceiling finishes.

K. SECRETARY OF THE INTERIOR'S GUIDELINES: Work shall follow the guidelines established by the Secretary of the Interior Standards for Stabilization (as outlined for Level 1 buildings),

as well as the standards for Rehabilitation. (See Appendix I for the Secretary of Interior's Guidelines on Rehabilitation.)

LEVEL 3 PRESERVATION: ADAPTED AND NEW BUILDINGS

1. DEFINITION: These buildings are either new construction or historic buildings that have been adapted for active, modern uses. These buildings should be limited to only that which is necessary, and should be done in a manner that limits the need for any unacceptable change and unacceptable appearance. Current buildings in this classification include Managers Residence, Visitor Center, State House, Thompson House and New Work Shop. These buildings, if lost due to a catastrophic incident, would be re-evaluated. If it was determined that the building would serve the same function, but in a better location, the use may be moved outside the primary historic zone. They would not be re-built within the primary historic zone.

2.PARAMETERS: Modifications to historic integrity may be made in return for long-term maintenance and preservation, as long as the modifications are imperceptible to the general public. These modifications may include vapor barriers, crawl space ventilation and foundations. No modifications to historic integrity may be made for strictly aesthetic purposes. New wood will be treated with aging agents so that it blends in with the weathered appearance of the remainder of the town.

3. DETAILS:

A. FOUNDATIONS: Foundations structurally sound enough to withstand adaptive use may replace original foundations. For example, a foundation built of cornerstones may be re-built on a concrete stem wall, as long as it is hidden below ground. Any materials showing above ground must duplicate original construction or be disguised in a fashion to fit the surroundings.

B. REPLACEMENT MATERIALS: All modern type hardware and fasteners should only be used in locations hidden from obvious view.

C. WINDOWS: Old, rippled glass should be used in any building located in the primary town site. Buildings outside the primary town site may use modern glass. All window and door glass should be puttied and glazed in accordance with historic preservation standards.

D. LOGS: Logs should be treated with a clear preservative to prevent possible insect infestation when necessary. No pressure treated or incisor treated logs should be used. When working on partially rotted logs, only the affected area should be removed. This should then be replaced with similar material that is spliced and fit into place. The type of splice used should provide maximum structural strength. All splices should be doweled with hard wood and epoxied in place.

E. ROOFS: Will not leak. Concessions may be made to modify the historic integrity of a roof in order to prevent leaking. These treatments must be hidden from view. Treatments may include the addition of a vapor barrier or membrane, alternative application techniques to extend the life of the roof, without altering the historic style, exposure and materials.

F. DOORS: All doors will be operable, latch shut, and be sufficiently constructed to keep out weather. Doors will provide for security and provide a barrier against the weather.

G. DAUBING: All daubing will be in good repair and in place. Replacement daubing will replicate original material found at the time of replacement to the extent possible, in terms of color, texture and consistency.

H. SECRETARY OF THE INTERIOR'S STANDARDS: The Secretary's Standards for Rehabilitation will apply to these buildings. (See Appendix I.)

ISSUE 2. VISITOR MANAGEMENT

ISSUE STATEMENT: More and more visitors are attracted to Bannack State Park each year. Bannack State Park needs to be managed so that the Bannack Experience is available to visitors, while still preserving the park for future generations, limiting impact on the resources, and providing for a safe experience for all visitors.

Discussion: The number of visitors at Bannack increased from 22,000 in 1980 to over 33,000 in 1998. The peak visitation season is summer, and the special event of "Bannack Days" in July of each year has attracted four to five thousand visitors in a single weekend. Increased visitation causes increased wear and tear on the buildings, increased potential for vandalism, emergency situations, and deterioration of the Bannack Experience for individual visitors.

In order to manage visitors and their experiences, one must understand that there are a variety of visitor expectations. The visitor who comes for a special event expects to see more people than the visitor who may have read in advance about historic Bannack and who looks forward to a solitary, quiet adventure through time. The person who travels with a bus tour or a school group is also more likely to expect a group experience, possibly with a guide. There are also those visitors with disabilities, who may find their options limited because of the terrain, building access, or other impediments.

Regardless of what experience is anticipated, there is a point at which too many people simply deteriorate the experience as well as the historic resource. Standing in long lines at Bannack Days, or waiting for one tour group to finish before you or your group can enter a room or a building can ruin the experience, and eventually the buildings themselves. The Planning Team looked at identifying a carrying capacity as a maximum limit of persons at any one time, but this did not appear to be a reasonable solution for Bannack at this time. Instead of a "close the gates" policy, the planning team suggested a flexible approach that stresses the condition of the visitor experience and the condition of the park resources (the historic buildings, infrastructure, and number and type of staff). A detailed discussion of carrying capacity and visitor management is included in Appendix J. Existing policies for Bannack Days, Special Events Guidelines, and Special Recreation Use Permits are also included in the Appendices (Appendices K, L, and M)

One option for retaining the sense of quiet, solitude and abandonment that is so much a part of the Bannack Experience, is to spread visitors throughout the site. Visitors have a tendency to stay in the townsite, but there are many interesting aspects of Bannack that most visitors never see. The Bannack mine was a very popular tour for visitors until the cost of repairs eliminated this option. The Bannack mill also provides a key

interpretive feature that could be improved to provide self-guiding tours. The remnants of mining and mining history surround the town site.

Another option for spreading visitors is to spread visitation over time. The peak visitor season is summer, especially the months of July and August. Late Fall, Winter, and early Spring offer greater opportunity for visitors to have a solitary, quiet experience.

Special events increase awareness of the park and provide additional recreational, educational, and interpretive opportunities. The large attendance at Bannack Days puts significant stress on the buildings, facilities, infrastructure, and staffing at the park. Special events also indirectly promote use of the park at times other than at special events, which in turn can jeopardize the Bannack Experience for individuals. Special events should be limited to only those that are historically relevant to Bannack.

Public Comment: The 1994 summer survey results had 83% of respondents rating "feeling of solitude" as high to very high in their enjoyment of Bannack. The 1999 survey had a number of suggestions on spreading visitors around the site and minimizing the impacts of increased numbers of visitors to the site.

The public clearly enjoys and wants to continue Bannack Days. In the 1993 Bannack Days survey, 67% of the respondents rated the event as very enjoyable. Strong opposition (89%) was expressed for reducing Bannack Days to a one-day event. Comments were also received about the importance of keeping the "old West" atmosphere consistent in the celebration. There have been other suggestions to retain current special events (Saturday Lectures, Montana History Day), but very few, if any suggestions to increase the number or type of special events. Negative comments in the 1993 Bannack Days surveys were about inadequate parking, long lines, the need for drinking water, more restrooms, and more concessions.

Goal 2a: Disperse visitors to Bannack State Park both temporally (over various seasons and times of the year) and physically (throughout various areas of the entire park).

Action:

A2-1: Encourage visitation during the "off season" (fall, winter and spring") by focusing attention on the advantages of this time of year through the Bannack web site and written articles. Do not further promote use in the summer season.

A2-2: Limit promotion of Bannack Days.

A2-3: Expand interpretive trail development outside the town site. Interpret the mining history.

A2-4: Provide more opportunities for guided and individual tours of the mill. Develop interpretive facilities to make the mill self-guided. Offer more guided tours of the mill.

A2-5: Make improvements to the mine as necessary for public safety and offer guided tours of the mine.

A2-6: Build a new Visitor Center out of the town site.

Benefits of Action/Justification: These actions would serve to achieve the goal by reducing the impact of visitors on the resources without reducing the recreational opportunities available. Additional trails, guided mill tours and self-guided mill tours will expand visitor's recreational opportunities as well as disperse visitors. The mine tour will offer a unique, educational, dispersed opportunity for visitors. A visitor center located outside the town site would serve to disperse visitors and provide a focal point for all park activities. According to public comment and site limitations (parking, restrooms, crowding) Bannack Days attendance is nearing capacity, and no more promotion of this event needs to be done. Visitors can better enjoy the Bannack Experience by visiting in the "off season."

Goal 2b: Limit special organized events to historically relevant events in order to preserve the Bannack Experience for individual visitors.

Policy:

P2-1: Special Events at Bannack will be limited to those that are historically relevant. While the number and of special events will remain at the discretion of the Park Manager, efforts will be made to retain the Bannack Experience for the majority of visitors to Bannack. The park manager will retain the option to put ceiling limits on attendance at special events and close the gate when that limit is reached or develop strategies for pre-limiting attendance.carrying capacity

Benefits of Action/Justification: This policy allows for flexibility and creativity in the future, but strongly reminds future park managers of the need to preserve the Bannack Experience. The benefits of offering special events must be weighed against the impacts on the Bannack Experience.

Goal 2c: Provide a reasonable range of opportunities for visitors with disabilities to experience Bannack, while still retaining the historic integrity of the site and maintaining the Bannack Experience.

Policy:

P2-2: The primary buildings at Bannack will be accessible to visitors with disabilities, without intruding on the historic integrity of the site. A reasonable representation of the remainder of Bannack will be made to visitors with disabilities.

Action:

A2-7: Expand the Boardwalk to run the length of the town site, from east to west, on both the north and south sides of Bannack.

A2-8: In the Visitor Center, provide video, computer programs and photos of remainder of Bannack buildings that are not accessible. This will be implemented in the existing Visitor Center until a new Visitor Center is completed.

A2-9: Produce interpretive materials for the sight impaired including a large print brochure, a Braille brochure, and a taped version of the brochure.

A2-10: Provide more interpretation for visitors with disabilities in a new Visitor Center, such as taped versions of interpretive text, signage and interpretive text that can be read from a wheelchair, etc.

Benefits of Action/Justification: Expanding the boardwalk will benefit all visitors. Providing the other services will help our visitors with disabilities better experience Bannack without reducing the historic integrity of the site. Expanded interpretive facilities would benefit all visitors.

Goal 2d: Establish a carrying capacity approach that balances visitor experience and resource conditions. Indicators of experiences and resource conditions will include visitor statistics, parking lot use (and overflow), lines, and wear and tear on the buildings. Management actions to maintain acceptable standards will be reviewed and determined on an annual basis and the first set of actions are listed below.

Action:

A2-11: Continue to provide guided tours and increase the number of seasonal staff to provide tours and an overall increase in staff presence that encourages protection of the historic resources.

A2-12: With existing (Year 2000) staff and volunteer resources, limit tour groups and school tour groups to a 100-person maximum.

A2-13: Do not let organized tour groups distract from the experience of the individual

visitor. With existing (Year 2000) staff and volunteer resources, limit organized tour groups to two per day. Increase the number of organized tour groups as staffing levels are increased and more staff is available for guided tours.

A2-14: Do not allow development of any additional campsites.

A2-15: Once the Visitor Center lot modifications (as outlined in the Capital Improvements Plan) are made, do not expand the total overall number of parking spots in that lot.

A2-16: Limit parking for special events to designated parking areas. Options for overflow parking will be investigated prior to special events and could include off-site temporary parking and shuttles.

Benefits of Action/Justification: Existing experience indicates that the park has reached maximum carrying capacity in some situations (Bannack Days) and is approaching maximum capacity in other situations (holiday weekends).

Goal 2e: Increased management of visitors and their activities as well as increased park staffing will increase the security of the park, leading to further protection of the park resources and reduction of vandalism.

Action:

A2-17: Provide for and require at least one staff member to live on site at all times.

A2-18: The main gate to Bannack will be closed and locked whenever there is no staff on site.

A2-19: Construct a gate that prohibits vehicles from passing beyond the campground that is locked every night after the Visitor Center closes.

A2-20: Increase staff presence in the town site during times of high potential vandalism.

A2-21: If vandalism and destruction of historic resources continue to increase, look at more proactive methods of reducing it through changing hours of operating, locking the main gate at night, seasonal closure of Campgrounds and the park and even moving the campground outside the townsite.

A2-22: Improve fee compliance/collection through development of the fee area designed in the master site plan.

A2-23: Increase the number of seasonal summer staff to meet the needs of increasing visitation and to protect the resources at Bannack.

Benefits of Action/Justification: Recommended policies and actions will provide deterrents to the growing number of incidents and vandalism. People are less likely to commit acts of vandalism if they have to walk in a long distance from the gate after hours. The increased staff presence should also deter vandalism. The established policies will provide for security needs today, as well as line out options for the future, should these incidents and vandalism continue to increase. Improving fee collection will also send a clearer message that visitors to the historic town are accounted for by park management. Currently, visitors pay fees when they stop at the Visitor Center or leave payment in the box outside the Center. In either case, it is possible for people to visit the site without paying and without receiving written or verbal guidelines for visiting.

ISSUE 3. INTERPRETATION

ISSUE STATEMENT: There is a need to enhance and expand the range of interpretation and educational opportunities for the increasing number and expectations of visitors. There is also a need to spread this interpretation out over the entire park to better disperse visitors. All interpretative and educational programs at Bannack should honor the Bannack Experience.

Discussion: The focus of interpretive programming at Bannack should be wide ranging. New interpretive methods are being developed and refined. Interpretive programs should be creative and innovative instead of static and fixed, and should not detract from the Bannack Experience. The planning team recognized the work previously done on the Bannack Interpretive Plan, and rather than starting all over, recommended some broad policies about Bannack interpretation as well as some specific actions. Within the town site, the planning team recommended interpretation methods that would keep intact the site's environment of abandonment and that would promote self-discovery. Town site interpretation would thus include printed material for walking tours and availability of guided tours, but would avoid use of interpretive signs, or modern technology, such as videos, that would detract from the ghost town atmosphere. Expanded interpretation, using a variety of techniques, interaction, and hands-on activities could be provided at a new or expanded Visitor Center, but there is no room at the existing Visitor Center for additional interpretation.

Public Comment: There was a strong interest in interpretive programs expressed throughout all public scoping. The 1994 survey results indicated that artifacts were important to visitors, as well as development of the Hendricks mine/mill. The 1993 survey reflected the popularity of the mine tour. The 1998 survey ranked development of the mine and mill as second priority, next to building stabilization. General comments about interpretation offer a full range of suggestions: interpreters in period costumes; more Bannack stories; skits; more group tours; signs in front of buildings; no signs in front of buildings; restore interiors; leave interiors alone; create a museum at Bannack; and create an off-site museum about Bannack.

Goal 3a: Provide a wide array of interpretation about all eras (pre-history to 1950s) and all peoples (cultures, sexes, occupations, ages) in Bannack, for the increasing numbers and expectations of visitors, in a manner that protects the Bannack Experience and disperses, rather than concentrates, park visitors.

Policy:

P3-1: Building interiors will not be restored.

P3-2: Within the town site, interpretation will use non-intrusive devices such as brochures and tapes rather

than signs so as not to detract from the abandoned rustic appearance.

P3-3: Interpretive themes will focus on Bannack's evolution over time, from its beginnings as a mining camp until its abandonment in the 1950s, and will be broad and inclusive in scope.

P3-4: Buildings with existing historic furnishings (Masonic Lodge, Ryburn House) will continue to be furnished, but furnishings will be limited to Bannack artifacts or replicas of artifacts that likely would have been in those buildings.

Action:

A3-1: Construct a new Visitor Center, outside the town site, that has the capability to provide orientation and interpretation for the increasing number of visitors. The Visitor Center will be multifunctional and include a variety of rotating interpretive displays, interactive and "hands-on" activities, archive storage facilities, park office and research area.

A3-2: Develop tour brochures and programs that provide interpretation from a variety of viewpoints and perspectives, including Native Americans, Chinese and other immigrant groups, women, children, and others. Include the natural resource perspective and utilize information from the Natural Resource Management Plan. Utilize suggestions and ideas from the 1995 Interpretive Plan as appropriate to the Bannack Experience.

A3-3: Interpret the history of Bannack in recognizable time frames, such as decades, or "eras" such as the Pre-Mining Settlement Era (pre-1862), Mining Camp to Settlement (1862-1880), Working Town to Ghost Town (1880-1954), State Park (1954 - to present). Each era could be further categorized into separate, distinct time components. Use interpretation to compare the existing physical environment of Bannack to its evolution over the various time periods. Include both the environment within Bannack as well as the viewshed from Bannack in this comparative interpretation.

A3-4: Move a selection of vandal-proof or easily replaceable artifacts (woodstoves, tables, chairs) into some of the buildings that have no interior furnishings. The intent is to stimulate the imagination, utilizing artifacts that accurately represent the time period of the structure, rather than to create full interior restorations. A few artifacts in some, but not all, buildings should provide a range of experiences in keeping with the sense of abandonment.

A3-5: Develop interpretive programs that will meet the special needs of organized groups and special tours, such as school groups. Options include living history presentations, interactive demonstrations at various sites, and other activities to keep the group tuned in and focused.

A3-6: New interpretive programs will be developed that focus visitor use out of the town site and will include mill interpretation, mine interpretation, and trail development that focuses on mining history and natural history.

Benefits of Action/Justification: Interpretive programs can help disperse visitors, enhancing the Bannack Experience. Interpretive devices, development, programs and tools should be kept on a basic level, in keeping with the Bannack Experience. In some cases, such as school group tours, the intent may be to keep visitors in the group, rather than dispersed. Use of special interactive techniques, such as living history guides, will be considered in these special cases.

ISSUE 4. CULTURAL RESOURCE MANAGEMENT

ISSUE STATEMENT: The capability to manage, record, organize, store and acquire artifacts at Bannack needs improvement. Currently, there is inadequate artifact storage, not all artifacts are accessioned, labeled and inventoried, some artifacts may be at risk from pothunting and vandalism, archaeological work needs standardized guidelines, and there is no acquisition policy. Protecting cultural resources at Bannack is critical and involves not only the artifacts found there but also the Bannack cemeteries and the historic landscapes.

Discussion: Bannack has a limited amount of unique, original archival material. These archives consist of several original paper documents, one-of-a-kind photos not available at other locations, and audiotapes of oral histories. Currently, storage and maintenance of these archives at Bannack do not meet standards for long-term preservation (e.g., with controls for climate, humidity, dust, security, rodents, and insects). The planning team looked at various options, including off-site storage at the Montana Historical Society and/or the Beaverhead County Museum in Dillon. Members of the planning team strongly opposed permanent off-site storage because control of these items would be outside of Bannack. The planning team preferred the archives stay at Bannack, provided that storage and maintenance of these materials meet long-term preservation needs. Until that time, members of the planning team recommended loaning the materials to the Beaverhead County Museum with the condition that the loan be temporary, and that storage conditions meet standards.

In addition to the paper documents and historical records, referred to as archives, Bannack has a collection of objects, or artifacts, originally from Bannack. Currently these objects primarily consist of hard durable substances, rather than paper or cloth, and therefore do not pose the same kind of storage issue as more perishable materials. These original artifacts are stored in 60 boxes at Bannack. The primary issue for storing these artifacts is the need for a complete inventory and catalog with documentation. Some work has been accomplished toward that end, but until the work is finished, the ability to access the artifacts and use them in exhibits is limited. The major limitation to completing this work has been lack of trained personnel.

There is no comprehensive analysis or approach to Bannack's archeological resources. Although archeological standards are maintained when ground is disturbed for building maintenance, restoration, road building or other projects, there has never been a systematic, comprehensive review of Bannack's archaeological potential. An archeology plan is needed to compile the existing archeological reports, test results, and stratigraphy; map known deposits; and establish guidelines for when testing should be done and what should be collected.

The viewsheds surrounding Bannack play a critical role in the historic and cultural integrity of the site. The lands surrounding the town site are generally undeveloped at the current time, and provide a buffer for the park, preserving the Bannack Experience. Some of these buffer areas are under park management, but others are not. The planning team looked at a number of options for the viewshed areas including land acquisitions, surface mineral rights acquisition, conservation easements, coordination with Beaverhead County on zoning, and no action or "do nothing' to preserve the viewshed. The viewsheds surrounding Bannack play a critical role in the historic and cultural integrity of the site. The lands surrounding the town site are generally undeveloped at the current time, and provide a buffer for the park, preserving the Bannack Experience. Some of these buffer areas are under park management, but others are not. The planning team looked at a number of options for the viewshed areas including land acquisitions, surface mineral rights acquisition, conservation easements, coordination with Beaverhead County on zoning, and no action or "do nothing' to preserve the viewshed.

Public Comment: The public expressed interest in including Bannack artifacts as part of overall interpretation, on display where people could view and learn from them. Representatives of the Montana Historical Society and State Historical Preservation Office stressed the importance of proper storage and the long-term ramifications of losing these valuable historical archives.

The 1999 Survey had suggestions about land acquisition, including secure into state ownership all land around the town site, and plan for and acquire more areas for parking, picnicking, and camping.

Goal 4a: Properly document, catalog, maintain, and store the original Bannack artifacts and archives.

Action:

A4-1: Inventory and assess archives and artifacts original or unique to Bannack. Identify museum standard professional treatment and storage of these items and determine cost and feasibility of providing this storage at Bannack.

A4-2: Develop proper storage facilities for Bannack archives in a new Visitor Center. If cost or other restrictions limit the ability to provide museum standard treatment, the Park Manager, in consultation with Historical Society and SHPO staff, will be responsible for clarifying potential risks to the collection.

A4-3: Until such facilities are available, look at a short-term agreement for loan to Beaverhead County Museum or Virginia City.

A4-4: If the artifact assessment (Action 4-1) indicates existing storage is inadequate, changes will be made to bring artifact storage up to standards. If cost or other restrictions limit the ability to provide adequate storage, the Park Manager, in

consultation with Historical Society and SHPO staff, will be responsible for clarifying potential risks to the collection.

A4-5: Complete the work to document and catalog original Bannack artifacts and archival material. Request funding for additional short-term staff or contractors to complete this work. Pursue grants as a funding source.

A4-6: Determine methodology and criteria for using original archive material and artifacts for research (e.g., copies of material readily available to the public, restricted access to original material).

A4-7: Ensure copies of all photos, oral histories, historical documents, and other original archives are located in the Beaverhead County Museum and/or the Montana Historical Society.

A4-8: Use selected cataloged artifacts in permanent and rotating exhibits at the new Visitor Center, with consideration for how display may affect the objects.

Benefits of Action/Justification: The new Visitor Center would be the optimal solution for retaining Bannack archives on site where they are easily accessible for staff, researchers, and the general public. Proper storage facilities and proper documentation and cataloguing are a necessity.

Goal 4b: Develop an archaeology plan for Bannack.

Action:

A4-9: Develop an archeology plan for Bannack. Request funding for additional short-term staff or contractors to complete this work. Pursue grants as a funding source.

Benefits of Action/Justification: A comprehensive archaeological plan will provide better protection of Bannack's historic resources. Such a plan could also eliminate the need for and cost of extensive testing in areas with little archeological potential, when such areas are proposed to be disturbed for building repair or other projects.

Goal 4c: Implement the Acquisition/Collection Policy for Bannack that guides the park's selection of materials to be added to its collections, and takes into consideration the limited resources, specialized skills and staffing levels of the park.

Policy:

P4-1: Bannack State Park will focus its historic artifact & historic record acquisitions on those items that have a primary emphasis on Bannack and Bannack history, within the limits of its available resources for proper inventory, storage and handling. These acquisitions will include manuscripts, records, oral histories, maps, photos and artifacts. Bannack will consider other acquisitions on a case-by-case basis, depending on need, historic value and potential use. All current and future acquisitions will be inventoried, labeled, recorded and stored according to guidelines established and approved by the Montana Historical Society.

P4-2: Historic acquisitions with an emphasis on Montana history or mining history will be accepted/acquired if they have a use for educational or interpretive programs, and will not put a burden on storage capabilities. These items will be acquired with the option to dispose of them at a later date.

P4-3: Bannack will discourage any gift or donation with limiting conditions.

P4-4: All acquisitions will be accepted only with the completion of a Donation/Acceptance agreement, signed by both the donor and the Bannack State Park Manager.

Action:

A4-10: Complete a thorough inventory of all photos, artifacts, manuscripts, records, oral histories, etc. in the Bannack archives.

A4-11: Properly accession, label, record and store all archives in accordance with guidelines established by the Montana Historical Society. Dispose of archival items that do not fit the acquisition/collection policy, in accordance with Federal Law (Antiquities Act), state law and Montana Fish, Wildlife & Parks policy.

A4-12: Pursue grants and funding to improve the maintenance and storage of Bannack artifacts and archives.

A4-13: Inventory and organize all current donation agreements.

A4-14: Review and revise if necessary the language on the Donation agreement after reviewing similar documents in use at Chief Plenty Coups State Park

and the Montana Historical Society.

Goal 4d: Implement cemetery management guidelines and policies that retain the historic integrity of the cemetery, respect the memory of those interred there, and maintain the site in accordance with the Bannack Experience for current and future generations.

Policy:

P4-5: Alteration, removal, destruction or replacement of any tombstone or grave marker in the Bannack cemetery is prohibited.

P4-6: No additional burials may occur in the Bannack Cemeteries.

P4-7: In accordance with the Montana State Parks policy on Burial or Spreading of Cremated Remains, "Burials and spreading of cremated remains will not be allowed in state parks. Rare exceptions might be made through petition to the FWP Commission if it can be shown that there is historical and/or interpretive significance to the burial/ash spreading, or some other extremely compelling rationale."

P4-8: Decorations/adornments placed in the cemetery will be left for no longer than one year. Each spring, all decorations must be removed or replaced.

P4-9: Preserve the current gravesites, markers and grave fencing in a manner that retains the historic integrity, honors the memory of the deceased, and retains the "atmosphere of abandonment."

P4-10: Any new discoveries of burial sites will be handled in accordance with the State Burial Bill and the Antiquities Act.

Action:

A4-15: Thoroughly research old documents for all known burial sites in the two Bannack cemeteries. Document all current grave markers and plat the graveyard.

A4-16: Monitor cemetery changes over time through a routine program of photo and verbal documentation.

A4-17: Pursue grants and funding to properly preserve gravesites and markers in a manner that will retain original construction, decorations and landscaping as well as preserve the Bannack experience.

A4-18: Maintain the fencing surrounding the two Bannack cemeteries to prevent intrusion by cattle.

A4-19: **Develop a sign that depicts cemetery ownership and policies.**

A4-20: **Investigate/research the need to formally petition the county to close the two Bannack cemeteries to burials.**

Goal 4e: Determine priorities and methods to preserve the integrity of the cultural viewshed surrounding Bannack.

Policy:

P4-11: **Maintain the viewshed at a baseline status of conditions in the year 2000. Exceptions to the baseline would be made as needed for compliance with guidelines for weeds, public safety, and fire prevention and suppression.**

Action:

A4-21: **Prioritize threatened viewsheds, recommend methods to preserve them, and pursue critical acquisitions including fee title land acquisition and conservation easements. Fish, Wildlife and Parks works with willing sellers and any proposed acquisitions must be approved by the Regional Supervisor, Park Division Administrator, and Fish, Wildlife and Parks Commission.**

A4-22: **The viewshed effects of new or modified parking, picnicking, camping and other facilities will be part of the feasibility analysis and evaluation criteria for site construction or modification.**

ISSUE 5. FACILITIES AND INFRASTRUCTURE

ISSUE STATEMENT: There is a need to keep up with increasing demands on the site from normal wear and tear, increased visitation, and changing codes and regulations. Addressing these needs will involve maintaining what currently exists, making improvements and upgrades as needed, and planning for new facilities and infrastructure.

Discussion: Current facilities are barely meeting existing needs. As use of Bannack increases and regulations change, there will be a need to improve, update, and expand facilities and infrastructure. The current Visitor Center is seriously limited in terms of space for viewing videos, displays, and restroom facilities. The current office is insufficient to meet needs, cannot be sufficiently winterized to prevent pipes from freezing, and is very difficult and expensive to heat. There is no drinking water available within the town site, except in the Visitor Center when it is open.

Public Comment: In the 1993 Master Site Plan survey, most people rated the Visitor Center/ Museum as the highest priority for Bannack. In the 1998 Capital Improvements Survey, visitors were asked what improvements they felt were necessary at Bannack. The list included: improved restrooms and more restrooms (listed most often), public water supply, and better picnic facilities.

Goal 5a: Provide facilities for basic visitor needs for current and future visitors.

Policy:

P5-1: All improvements, new facilities, and infrastructure will be designed to maintain the Bannack Experience, blend into the environment, avoid a commercialized look to Bannack, and meet the Secretary of Interior's Standards for New Construction in historic areas.

P5-2: In order to maintain the Bannack Experience, current and future camping at Bannack will remain basic, without electrical or water hookups, flush toilets, or shower facilities.

Action:

A5-1: Provide an outdoor drinking water facility in the town site.

A5-2: Build a new Visitor Center that will adequately meet the needs of the public and house staff offices.

A5-3: Improve current State House office building to standard living conditions (e.g., adequate plumbing, wiring, and insulation) until a new Visitor Center can be constructed.

A5-4: Investigate and implement options for creek stabilization in the upper campground.

A5-5: Continue improvements outlined in the master site plan. Those that remain to be completed include:

- **Upgrade existing Visitor Center parking lot,**
- **Improvements to the Upper Campground,**
- **Improvements to the parking lot at the existing group use area, and**
- **New entrance with gate.**

Benefits of Action/Justification: Providing drinking water will meet public needs. The new Visitor Center will provide for the expanding number of visitors and need for additional restrooms. The State House will need improvements until the new offices in the Visitor Center can be built. The policies established will ensure that the Bannack Experience is maintained.

ISSUE 6. PUBLIC HEALTH AND SAFETY

ISSUE STATEMENT: There is a continued need to address public health and safety at Bannack, to stay in compliance with applicable codes and regulations, and to balance these needs within the context of the Bannack Experience.

Discussion: There are many public health and safety issues affecting Bannack State Park including hantiviris, mosquito control, fire control, health codes for food vendors during special events, weed control, emergency and medical response, sanitation codes for drinking water and waste water, and law enforcement. Beaverhead County has the statutory responsibility to provide for the health and welfare of its citizens and visitors. Several plans and testing procedures are already in place: weed control, water testing, outhouse pumping schedule, etc. Bannack State Park will work with Beaverhead County to establish any needed policies and plans to address these issues. These policies and plans will need to consider the management goals of protecting and preserving the resources and maintaining the Bannack Experience. This Management Plan will make some broad policy statements and will direct the completion of various public health and safety plans.

Public Comments: Commenting on public health and safety issues was rare from the public, who assumes that the facilities and programs are safe and healthy. The one exception was the fire hazard at Bannack. Suggestions ranged from removing all sagebrush to installing sprinkler systems in the buildings.

Goal 6a: Provide for the health and safety of all Bannack visitors and staff through planning, staff training, and purchase of needed equipment and supplies.

Action:

A6-1: Implement the Fire Risk Assessment and Recommendations. (Appendix N)

A6-2: Implement the Bannack State Park Emergency Plan. (Appendix O)

A6-3: Develop a pest control plan to address mosquitoes, rodents, and other pests. (See Appendix P for draft.)

Goal 6b: Upgrade current facilities that do not meet health codes and regulations or are unsafe for Bannack staff or visitors.

Action:

A6-4: Replace the outhouses in the lower campground.

A6-5: Upgrade the facilities available to food service vendors during special events (e.g., electric power sources, screening, purchase fans, dust control)

A6-6: Locate and secure all mine adits and shafts in a manner that protects the general public but does not impact the viewshed or the historic integrity of the landscape.

A6-7: Investigate the impacts of the mill tailings and identify mitigation measures.

Benefits of Action/ Justification: Suggested actions would meet county codes and regulations and would also ensure the safety and health of park visitors.

ISSUE 7. NATURAL RESOURCES

ISSUE STATEMENT: The mission of Montana Fish, Wildlife and Parks, the Parks Division, and Bannack State Park is to provide stewardship, preservation, and protection of Montana's significant and unique natural resources. Natural resources—including vegetation, wildlife, water, and air—are all part of the Bannack Experience. Mechanisms need to be put in place to protect and perpetuate Bannack's historic natural resources into the future, with consideration for preserving cultural and historic resources and preserving the Bannack Experience.

Discussion: Natural resources are a part of Bannack history and the Bannack Experience. The cottontail rabbit scurrying across your path as you walk down main street; the coyote yipping in the picnic area as the sun begins to set; the line of pine trees that mark the location of the long ago vanished water line of the world's first electric dredge. Preserving the natural resources is a part of the Bannack mission, and one that must be tempered with the primary priority of preserving historic resources and protecting park visitors.

Public Comments: Public comments almost always focus on the historic resources of Bannack, and occasionally the recreational resources. The general public does not mention the natural resources in Bannack as a high priority. However, the park's natural resources are part of the total Bannack Experience. The undeveloped natural environment conveys the sense that little has changed since Bannack was first settled, and that this is a place where time stands still.

Goal 7a: Maintain, perpetuate, and interpret a healthy, natural environment that reflects the historic, natural evolution of Bannack. Provide direction for management decisions and selection of natural resource management tools based on two distinct zones in Bannack.

Policy:

P7-1: Control noxious weeds according to the Regional Fish, Wildlife and Parks weed plan.

P7-2: Replant vegetation in the town site and primary use areas (Zone 1) as it is lost to natural or human-induced succession to retain vegetation types in similar amounts and proportions to those that existed in the baseline year 2000. Exceptions will be made for vegetation that negatively affects historic resources or public health and safety.

P7-3: Management tools and actions designed to manipulate and promote natural resources will only be employed within the Bannack town site and primary use areas (Zone 1) if they are proven to have no detrimental effects on the historic and recreational resources, the Bannack Experience, and public health and safety.

P7-4: **Wildlife and plant species that have a detrimental affect on the historic resources, recreational resources, or prove a safety hazard to visitors and staff, will be aggressively managed in Zone 1.**

P7-5: **Natural resources outside the Bannack town site and primary use area (Zone 2) will be managed with priority on maintaining and perpetuating a healthy natural environment that reflects the historic evolution of Bannack, and with management tools that promote and perpetuate these species and habitats. Aggressively control species, such as beaver, that damage or have imminent potential to damage park infrastructure, such as roads.**

Action:

A7-1: **Complete a Natural Resource Management Plan for Bannack that aims to maintain, perpetuate, and interpret a healthy, natural environment that reflects the historic, natural evolution of Bannack, from the 1860s to the 1950s.**

7-1-a: **Species inventory and densities and baseline data.**

7-1-b: **Research historic species and natural resources.**

7-1-c: **Implement strategies for monitoring specie types, distribution, and densities.**

7-1-d: **Management Plan Completed: alternatives researched and evaluated; recommendations made.**

A7-2: **Incorporate information from the Natural Resources Management Plan into the interpretive programs at Bannack. Include a focus on the natural and human-induced change over time.**

A7-3: **Interpret the impacts of mining on the natural environment at Bannack. Brochures and other interpretive media could depict the effects of mining and also the extent to which the natural environment has recovered.**

Benefits of Action/Justification: While it is unrealistic to complete this plan as part of this management planning effort, its completion is a high priority and these policies will provide the guidelines and direction needed. Without a "replant" policy in Zone 1, it is unlikely that the large trees and shrubs in the town site would be succeeded by similar species.

GOAL 7b: To promote and maintain a healthy historic landscape and riparian area with consideration for natural progression of the creek, optimal fish habitat, and impacts on historic structures and other facilities.

Action:

A7-4: Monitor the creek bank throughout Bannack. Determine, evaluate and implement alternatives for stabilizing the creek in the campground and town site where resources are threatened.

A7-5: Maintain historic ditches and flumes in an effort to control flooding through the town site during spring runoff.

A7-6: Monitor the levels of mercury in fish in Bannack and investigate mitigation measures to reduce tailings runoff into the creek.

A7-7: Continue to permit limited livestock grazing on property obtained from the Bureau of Land Management (BLM) through the Recreation and Public Purposes Act of 1926 (RP&P) as long as this activity promotes and maintains a healthy historic landscape and does not adversely impact Bannack State park operations and maintenance. These lands are part of the Bannack Grazing Allotment #30015 and include approximately 958.24 acres. The Development Plan for the RP&P proposal and a Memorandum of Understanding (MOU) between the BLM and FWP for grazing management of lands transferred to FWP provide the parameters for grazing activities at Bannack State Park. Specifically these parameters are as follows:

- Continue to delegate livestock grazing management responsibility on Bannack RP&P lands to the BLM through a MOU.

- The area surrounding Bannack is characterized by a history of livestock grazing. Actual use on the 958.24 acres transferred to Bannack under the RP&P application is currently 54 animal unit months (AUMs).

- BLM will bill the grazing permittee, at the approved BLM grazing fee for all grazing use on the transferred lands. These fees will be retained by the BLM as compensation for management of these lands. The carrying capacity (AUMs) will be established at a level to prohibit overgrazing and will allow for the return of native plant species. The AUM level will be determined by the BLM and agreed to by the FWP Region Three Supervisor.

- All existing and potential range improvements and their maintenance and reconstruction on the transferred lands will be reviewed by and co-approved by both BLM and FWP. Funding for such

improvements will be agreed to on a project-by-project basis.

A7-8: Construct fence to exclude livestock from a highly significant botanical site identified by the Montana Natural Heritage Program.

A7-9: Continue to work with the Montana Natural Heritage Program and FWP Range Coordinator to monitor grazing impacts, conservation of rare plants and unique plant communities, and the spread of noxious weeds.

A7-10: Continue to exclude livestock from all historic structures, the Bannack town site and all riparian areas along Grasshopper Creek utilizing a combination of fencing and natural barriers.

Benefits of action/Justification: The proposed actions will help ensure a healthy landscape and riparian area, while avoiding impacting the historic and recreational resources.

ISSUE 8. RECREATION

ISSUE STATEMENT: A variety of recreational opportunities need to be maintained at Bannack and balanced within the context of the Bannack Experience.

Discussion: Currently, there are a number of recreational opportunities at Bannack. Recreational opportunities that complement rather than conflict with the Bannack Experience should be offered, as recreation is a component of Montana State Parks. Some recreational opportunities at Bannack should be improved or enhanced. Policies need to guide and provide direction for which activities will be allowed and to what extent. New activities should also serve to disperse park visitors both temporally and seasonally to enhance the Bannack experience. Instead of a laundry list of activities to allow and disallow, this plan will set policy and guidelines and at the same time allow for new ideas and creativity of future managers.

Public Comments: Throughout the past eight years, visitors have requested and commented on the need for or improvement of a wide variety of recreational opportunities.

Goal 8a: A diverse range of recreational opportunities will be offered at Bannack, within the parameters of protecting park resources, maintaining the Bannack Experience, providing visitor and staff safety, and minimizing conflicts among various uses.

Policy:

P8-1: **Provide a diversity of recreational opportunities for Bannack visitors that complement rather than conflict with the Bannack mission and Bannack Experience, within the confines of staffing levels, financial resources and safety considerations. Provide information about these activities to visitors.**

P8-2: **New recreational opportunities offered at Bannack should serve to disperse park visitors both temporally and seasonally in order to enhance the Bannack Experience.**

P8-3: **Basic camping will continue at Bannack. Campgrounds will not be improved to include electric or water hook-ups, flush toilets, or showers.**

P8-4: **Motorized vehicles will not be allowed in Bannack off designated roads. Bannack's main street is closed to motorized traffic, except by special approval. No ATVs are permitted in Bannack, except on designated roads and with proper licenses. Fish, Wildlife and Parks and authorized vehicles will only used as necessary in the townsite.**

P8-5: **Bicycles are limited to existing trails and roads and are not allowed in the town site.**

P8-6: No hunting will be allowed in Bannack in order to protect the resources and the visitors.

P8-7: Horses are restricted to existing trails and roads. Horses are not allowed in the campgrounds or picnic area. Only certified weed-free feed will be allowed in the park.

Goal 8-b: Recreational opportunities at Bannack will be maintained and enhanced.

Action:

A8-1: Develop drinking water at the picnic area.

A8-2: Design and construct a picnic shelter in the picnic area.

A8-3: Replace current latrine with a handicapped accessible, sealed vault latrine.

A8-4: Construct an amphitheater for evening programs in the picnic area.

A8-5 Develop new hiking trails outside the town site.

A8-6: Research and develop a way to offer recreational gold panning in a manner that doesn't harm park resources.

Benefits of Action/Justification: Recommended actions and policies will ensure diverse recreational opportunities, while still maintaining the Bannack Experience. Existing services and facilities will be maintained and enhanced.

OTHER ISSUES/PUBLIC COMMENTS

OPERATIONS AND STAFFING: It soon became apparent to the planning team during this planning process that every action item, every improvement, every new idea recommended could not be completed without the subsequent increase in staffing levels and funding. Current staffing and budget levels do not allow for any increases in workload or expenses. Even without the new work and direction recommended in this plan, Bannack State Park is having difficulty keeping up with the demands of steadily increasing visitation. Originally, every issue area noted the need to increase staff and funding. In order to minimize repetition, these notations for staff and funding were deleted from the body of the text and instead noted in the Implementation Schedule that follows.

FEES: While the ability to set and retain park user fees is beyond the authority of the Planning Team, and therefore outside of the scope of this plan, fees came up frequently as a potential funding source during public scoping. Many respondents mentioned increasing fees at Bannack or at least charging extra for special events such as Bannack Days. Almost all who made this suggestion did so with the caveat that the fees remain in Bannack and go towards the further preservation of historic resources.

IV. PLAN IMPLEMENATION

A. OVERVIEW

Implementation Process

The Bannack State Park Manager will take primary responsibility for monitoring and updating the plan. The plan will be reviewed annually by a Planning Review Team that would include the Park Manager, Regional FW&P staff, citizen members of the 1999-2000 Planning Team, and other individuals as determined by the Park Manager. If citizen members of the 1999-2000 Planning Team are unavailable, the Park Manager will designate other citizens involved in Bannack to participate. The Planning Review Team will review progress in comparison to the budget, timeline, and projected outcomes in the management Plan. A written report will be submitted to the FW&P Administrators describing the results of the annual review, and clarifying any recommendations for modification. A complete revision of the plan would occur no sooner than the 10th year of plan operation.

Schedule and Budget

The implementation plan targets dates for specific project or action completion. These dates will be refined in the annual budgeting and scheduling review process. Actual costs will also be determined at the annual budgeting cycle.

Note that "Staff" or "Labor" under the "Needed Resources" category below indicates that that labor time will be needed to complete the work. Type or level of staffing (including potential contracting, or volunteer assistance) will be determined as part of annual work programming.

B. INDIVIDUAL PROGRAM IMPLEMENTATION PLANS

1. BUILDING PRESERVATION AND STABILIZATION

Goal 1a:
Implement a building preservation philosophy for Bannack that will guide decisions on building stabilization, stabilize the buildings, and prevent further deterioration in a high quality, consistent, well documented manner.

Implementing Action	By When	Measurable Outcome	Needed Resources	Estimated Cost
A1-1: Implement Building Preservation Philosophy	2001	consistent standard for building preservation	no increase from current level of staffing	

Goal 1b:
Provide consistent and high quality work on the Bannack buildings. Work emphasis must be on quality, and workers must possess the specialized skills necessary for preservation work.

Implementing Action	By When	Measurable Outcome	Needed Resources	Estimated Cost
A1-2: Hire and train in-house preservation crew	Fall 2001	quality and consistency of preservation work	staff	to be determined
A1-3: Complete a Historic Structures Report on every Bannack Building and priority work listing	2004	comprehensive prioritized list of building work in Bannack	staff	to be determined

Goal 1c:
Limit normal wear and tear effects from visitors and provide for the long-term preservation of the buildings while attempting to maximize public access to the buildings.

Implementing Action	By When	Measurable Outcome	Needed Resources	Estimated Cost
P1-1: Park Manager will determine seasonal or rest-rotation closures as necessary. Annually, and more frequently as necessary, determine which buildings will remain open to the public for the subsequent year; determine what work needs to be done to ensure core buildings open to the public	Implement policy immediately	# of core buildings open to the public # of buildings unsafe for public use # of buildings closed for other reasons	no increase from current level of staffing	
A1-4: Visitor Center	See discussion of Visitor Center Implementation in Section 9			

2. VISITOR MANAGEMENT

Goal 2a:
Disperse visitors to Bannack State Park both temporally (over various seasons and times of the year) and physically (throughout various areas of the entire park).

Implementing Action	By When	Measurable Outcome	Needed Resources	Estimated Cost
A2-1: Encourage off-season visitation; do not further promote use in summer season.	Immediate	# of visitors during each season of the year	Staff	To be determined based on level of off-season promotion
A2-2: Limit promotion of Bannack Days	Immediate	# of visitors to Bannack days, length of lines, parking problems	Staff to assess promotion, coordinate with Bannack Association and other groups that may promote event	
A2-3: Expand interpretive trail development and interpret mining history	2002	# of new trails developed # of new mining interpretive programs or materials	staff, material and labor to construct trails and new interp.	To be determined
A2-4: More guided and individual tours of the mill; develop self-guided interpretive materials	2001	# of tours # of persons using self-guided tours	staff and volunteers contractors to develop interpretive materials	To be determined
A2-5: Mine improvements and tours	2006	completion of necessary improvements # of tours	staff, materials and labor	To be determined
A2-6: Build a new Visitor Center out of town site.	See discussion of Visitor Center Implementation in Section 9.			

Goal 2b:
Limit special organized events to historically relevant events in order to preserve the "Bannack Experience" for individual visitors.

Implementing Action	By When	Measurable Outcome	Needed Resources	Estimated Cost
P2-1:. Number and carrying capacity of special events at discretion of Park Manager; annual review of program effectiveness	Annual	only historically relevant events; effectiveness of attendance limitation methods	staff	To be determined

Goal 2c:
Provide a reasonable range of opportunities for visitors with disabilities to experience Bannack.

Implementing Action	By When	Measurable Outcome	Needed Resources	Estimated Cost
A2-7: Expand boardwalk	2003	boardwalk on entire length of town	Staff, labor and materials	To be determined
A2-8: Video, computer programs	2004	# of handicapped persons using video programs, etc.	Staff, labor and materials	To be determined
A2-9: interpretive materials for sight-impaired	2003	# of large-print brochures distributed # of Braille brochures distributed # of times tapes borrowed or purchased	Staff, labor and materials	To be determined
A2-10: Visitor Center	See discussion of Visitor Center Implementation in Section 9.			

Goal 2d:
Establish a carrying capacity approach for Bannack that balances visitor experience with resource conditions.

Implementing Action	By When	Measurable Outcome	Needed Resources	Estimated Cost
Assess carrying capacity standards and review options for management actions annually	on-going	development of indicators, minimal acceptable standards, and management actions for carrying capacity	staff in coordination with planning team	to be determined
A2-11: Continue guided tours and increase seasonal staff to provide tours	immediate	# of tour groups	staff	
A2-12: Limit tour groups to 100 person maximum	immediate-one year trial	# of persons in tour groups	no increase from current level of staffing	
A2-13: Tour groups not to distract from individual visitor experience. No more than two tour groups/day	immediate-one year trial	# of tour groups per day	no increase from current level of staffing	
A2-14: No additional campsites	immediate	# of campsites	no increase from current level of staffing	
A2-15: Do not increase number of parking spots (after modifications made per Capital Improvements Plan)	immediate	# of parking spaces	no increase from current level of staffing	

A2-16: Special event parking limited to designated areas.	on-going	# of cars parked outside designated areas	staff, volunteers, options for overflow parking	to be determined

Goal 2e:

Increased management of visitors and their activities as well as an increase in the number of park staff will improve park security, leading to further protection of the park resources and reduction of vandalism.

Implementing Action	By When	Measurable Outcome	Needed Resources	Estimated Cost
A2-17: One staff member on-site at all times	Immediate	# of vandalism and other security instances reviewed annually	no increase from current level of staffing	
A2-18: lock gate when no staff present	Immediate	# of vandalism and other security instances reviewed annually	no increase from current level of staffing	
A2-19: Construct gate to prohibit traffic past campground at night	2001	# of vandalism and other security instances reviewed annually	labor and materials	To be determined
A2-20: Increase staff presence during times of high potential vandalism	2001	# of vandalism and other security instances reviewed annually	staff, coordination	To be determined
A2-21: Examine other means of reducing vandalism, etc.	As Necessary	# of vandalism and other security instances reviewed annually	staff, coordination	To be determined
A2-22: Develop fee area designed in master site plan	2002	fee collection amounts	staff, labor and materials	To be determined
A2-23: Increase number of seasonal summer staff	Immediate	# of vandalism and other security instances reviewed annually		To be determined

3. INTERPRETATION

Goal 3a:
Provide a wide array of interpretation about all eras (pre-history to 1950s) and all peoples (cultures, sexes, occupations, ages) in Bannack, for the increasing numbers and expectations of visitors, in a manner that protects the Bannack Experience and disperse rather than concentrates park visitors.

Implementing Action	By When	Measurable Outcome	Needed Resources	Estimated Cost
P3-1: Building interiors will not be restored.	Immediate	No increase in number of restored interiors	None	
P3-2: Non-intrusive interpretation in town site	Immediate	any additional interpretation is non-intrusive	staff, labor and materials	To be determined as interpretation needs identified (cost of non-intrusive interpretation)
P3-3: Interpretive themes will focus on evolution over time	Immediate	broader scope of interpretation	staff, labor and materials	To be determined as interpretation needs identified
P3-4: Limit furnishings to Bannack artifacts or replicas	Immediate	standards for interior furnishings	no increase from current level of staffing	
A3-1: Visitor Center	See discussion of Visitor Center Implementation in Section 9.			
A3-2: Variety of tour brochures on a variety of interpretive themes	2 brochures by 2003, annual additions thereafter	# of themes interpreted; visitor evaluation of interpretation (survey or other method)	staff, labor and materials	To be determined
A3-3: Interpret with recognizable time periods and evolution of Bannack over time periods	2003	broader scope of interpretation; visitor evaluation of interpretation (survey or other method)	staff, labor and materials	To be determined
A3-4: Add vandal-proof or replaceable artifacts in some buildings	2001	visitor evaluation of interpretation (survey or other method)	staff, labor and materials	To be determined
A3-5: Group interpretation	2001	# of special group programs; visitor evaluation of interpretation (survey or other method)	staff, labor and materials	To be determined
A3-6: Interpretive programs on areas outside of townsite; coordinate interpretation needs with trail development, mine improvement, etc.	Begin 2001, add annually thereafter	# of interpretive programs added; visitor evaluation of interpretation (survey or other method)	staff, labor and materials	To be determined

4. Cultural Resource Management

Goal 4a:
Properly document, catalog, maintain, and store the original Bannack artifacts and archives.

Implementing Action	By When	Measurable Outcome	Needed Resources	Estimated Cost
A4-1: Inventory and assess archives and artifacts; identify storage requirements	2001	feasibility of on-site professional level storage	staff, labor	To be determined
A4-2: Develop proper storage facilities in new Visitor Center	at time of design drawings for Visitor Center	storage that meets professional standards	staff, labor	To be determined
A4-3: Short-term arrangement for storage	Immediate	immediate temporary storage that more closely meets professional standards	staff	To be determined
A4-4: Bring existing on-site storage up to standard	2002	storage that meets professional standards	staff, labor, materials	To be determined
A4-5: Document and catalog original Bannack material	2002	complete inventory documentation	additional short-term staff or contractors	To be determined
A4-6: Methodology and criteria for original material research	2001	better protection and preservation of original materials	staff	To be determined
A4-7: Off-site copies	2000	back-up for originals	staff	To be determined
A4-8: Artifacts on display in new Visitor Center	in conjunction with new Visitor Center development	More artifacts on display for public	staff, labor, materials	To be determined

Goal 4b:
Develop an archeology Plan for Bannack. Request funding for additional short-term staff or contractors to complete this work. Pursue grants as a funding source.

Implementing Action	By When	Measurable Outcome	Needed Resources	Estimated Cost
A4-9: Archeology Plan	2004	plan in place to protect archaeological resources	staff, additional short-term staff, contracted assistance	To be determined

Goal 4c:
Implement the Acquisition/Collection Policy for Bannack that guides the park's selection of materials to be added to its collections, and takes into consideration the limited resources, specialized skills and staffing levels of the park.

Implementing Action	By When	Measurable Outcome	Needed Resources	Estimated Cost
P4-1 through P4-4: Acquisition/Collection Policy	Immediate	fewer items acquired that have little historic relevance or use at Bannack	no increase from current level of staffing	
A4-10: Complete a thorough inventory of archives	2002	complete inventory	additional short-term staff or contractors	To be determined
A4-11: Properly accession, label, record and store archives	2002	methodology that meets professional standards	training for staff, staff time	To be determined
A4-12: Pursue grants and funding	Immediate	funding to complete tasks	staff or other labor	To be determined
A4-13: Inventory and organize all current donation agreements.	2001	Up-to-date understanding of archive material donation requirements	staff or other labor	To be determined
A-14: Review and revise as necessary donation agreement	2001	Clear understanding between donor and park of donation and associated responsibilities	staff or other labor	To be determined

Goal 4d:
Implement cemetery management guidelines and policies that retain the historic integrity of the cemetery, respect the memory of those interred there, and maintain the site in accordance with the Bannack Experience for current and future generations.

Implementing Action	By When	Measurable Outcome	Needed Resources	Estimated Cost
P4-5 through P4-10: Cemetery Policies	Immediate	Consistent, clear approach to cemetery management	no increase from current level of staffing	
A4-15: Research known burial sites, document markers, and plat.	2001	Documentation of gravesite locations	staff, labor	To be determined
A4-16: Monitor changes	ongoing	Documentation of change	staff, labor	To be determined
A4-17: Pursue grants and funding	immediate and ongoing	To fund other tasks	staff, labor	To be determined
A4-18: Maintain fencing	immediate, ongoing	prevent further deterioration of cemetery	staff, labor, materials	To be determined
Implementing Action	**By When**	**Measurable Outcome**	**Needed Resources**	**Estimated Cost**
A4-19: Sign for policies	2001	public notice	staff, labor, materials	To be determined
A4-20: Investigate to officially close the two cemeteries	2001	official closure	staff	To be determined

Goal 4e:
Determine priorities and methods to preserve the integrity of the cultural viewshed surrounding Bannack.

Implementing Action	By When	Measurable Outcome	Needed Resources	Estimated Cost
P4-11: Maintain the viewshed at baseline 2000	2000	documentation of existing viewshed to provide consistent viewshed preservation approach	staff	To be determined
A4-21: Prioritize threatened viewsheds	2001	maintaining 2000 viewshed	staff, labor	To be determined
A4-22: Conduct viewshed effects analysis for any site construction or modification	Immediate	maintaining 2000 viewshed	staff, materials	To be determined

5. FACILITIES AND INFRASTRUCTURE

Goal 5a:
Provide Facilities for basic visitor needs for current and future visitors.

Implementing Action	By When	Measurable Outcome	Needed Resources	Estimated Cost
P5-1: Improvements designed in keeping with "Bannack Experience"	Immediate	No improvements out of character with "Bannack Experience"	staff	To be determined
P5-2: Camping will remain rustic	Immediate	No electrical or water hookups, flush toilets, no shower facilities	staff	To be determined
A5-1: Outdoor drinking water facility in townsite	2002		staff, labor and materials	To be determined
A5-2: Visitor Center	See discussion of Visitor Center Implementation in Section 9.			
A5-3: Improve current State House office building until new Visitor center constructed	2001	Office space that houses staff and equipment in year-round space with adequate plumbing, heating, utilities	staff, labor, and materials	To be determined
A5-4: Creek Stabilization	2003	Improved streambank conditions, continued use of streamside campgrounds and other use areas	staff, labor, and materials	To be determined
A5-5: Finish improvements in master site plan	2002	upgrade existing Visitor Center parking lot, improve upper campground, group use area parking lot improvements, new entrance gate	staff, labor and materials	To be determined

6. PUBLIC HEALTH AND SAFETY

Goal 6a:
Provide for the health and safety of all Bannack visitors and staff through planning, staff training, and purchase of needed equipment and supplies.

Implementing Action	By When	Measurable Outcome	Needed Resources	Estimated Cost
A6-1: Fire Risk Assessment and Recommendations	Immediate and ongoing	less potential for fire, improved capability to suppress fires	staff, labor, and materials	To be determined
A6-2: Emergency Plan	Immediate and ongoing	Plan in place, better and faster handling of emergencies	staff, labor, and materials	To be determined
A6-3: Pest Control Plan	2001 and ongoing once plan in place	plan in place to control mosquitoes, rodents, and other pests	staff, labor, materials	To be determined

Goal 6b:
Upgrade current facilities that do not meet health codes and regulations or are unsafe for Bannack staff or visitors.

Implementing Action	By When	Measurable Outcome	Needed Resources	Estimated Cost
A6-4: Replace outhouses in lower campground	2002	outhouses that meet code	staff, labor, and materials	To be determined
A6-5: Food Service vendor facilities upgraded; identify necessary upgrades, prioritize	2001 initiate; and ongoing	facilities to code	staff, labor, materials	To be determined
A6-6: Locate and secure mine adits and shafts	2002	mine adits and shafts closed as needed for public safety	staff, labor, materials	To be determined
A6-7: Investigate impacts of mill tailings and identify mitigation	2001	improved public health and safety	staff, labor, materials	To be determined

7. NATURAL RESOURCES

Goal 7a:
To maintain, perpetuate, and interpret a healthy, natural environment which reflects the historic, natural evolution of Bannack. To provide direction for management decisions and selection of natural resource management tools based on two distinct management zones in Bannack, with distinct priorities.

Implementing Action	By When	Measurable Outcome	Needed Resources	Estimated Cost
P7-1: Control noxious weeds	On-going	Fewer weeds, exotic and introduced species at Bannack	staff, labor, materials	To be determined
P7-2: Replant vegetation as it is lost to natural succession (Zone 1)	On-going	Retain vegetation at baseline year 2000	staff, labor, materials	To be determined
P7-3: Use only methods that have no detrimental effects on historic and recreation resources, Bannack Experience, and public health and safety. (Zone 1)	On-going	Retain character and safety of townsite and primary use areas	staff, labor, materials	To be determined
P7-4: Manage species with detrimental effects on resources and public health and safety (Zone 1)	On-going	Retain character and safety of townsite and primary use areas	staff, labor, materials	To be determined
P7-5: Manage species for a healthy natural environment (Zone 2)	On-going	healthy environment in Zone 2	staff, labor, materials	To be determined
A7-1: Complete a Natural Resource Management Plan	2002	healthy, natural environment	staff, labor, materials	To be determined
A7-2: Incorporate information Natural Resources Management Plan into interpretive programs	2002 and on-going	more interpretation of natural environment at Bannack	staff, labor, materials	To be determined
A7-3: Interpret effect of mining on natural environment	2002 and ongoing	more interpretation of natural environment at Bannack	staff, labor, materials	To be determined

Goal 7b:
Promote and maintain a healthy historic landscape and riparian area with consideration for natural progression of the creek, optimal fish habitat, and impacts on historic structures and other facilities.

Implementing Action	By When	Measurable Outcome	Needed Resources	Estimated Cost
A7-4: Monitor creek bank and stabilize.	2003	Improved streambank conditions, continued use of streamside campgrounds and other use areas	staff, labor, and materials	To be determined
A7-5: Maintain historic ditches and flumes	2001 and ongoing	improved flood control	staff, labor, and materials	To be determined
A7-6: Monitor fish mercury levels and investigate mitigation measures	2002	improved water quality, public health and safety	staff, labor, and materials	To be determined
A7-7: Continue permitted livestock grazing	immediate and ongoing	reduction of fire fuel, maintain healthy rangeland	no increase from current level of staffing	
A7-8: Construct fence for botanical site	2001	protection of significant botanical site	staff, labor, materials	To be determined
A7-9: Work with Montana Natural Heritage Program to monitor grazing impacts, rare plants, and noxious weeds	immediate and onging	maintain and improve range conditions	no increase from current level of staffing	
A7-10: Livestock controls-continue existing policies	immediate and ongoing	protection of historic structures and riparian areas	no increase from current level of staffing	

8. RECREATION

Goal 8a:
A diverse range of recreational opportunities will be offered at Bannack, within the parameters of protecting the park resources, maintaining the Bannack Experience, providing for visitor and staff safety, and minimizing use conflicts among uses.

Implementing Action	By When	Measurable Outcome	Needed Resources	Estimated Cost
P8-1: provide recreational opportunities that complement the Bannack Experience.	on-going	identify recreational activities not in keeping with Bannack experience and eliminate	staff, labor, and materials	To be determined
P8-2: new recreational opportunities should disperse visitors	On-going	No new recreational opportunities that cluster visitors in townsite/historic building areas	staff, labor, and materials	To be determined
P8-3: Basic Camping	On-going	No electrical or water hookups, flush toilets, no shower facilities	staff, labor, and materials	To be determined
P8-4: No motorized vehicles off designated roads; main street closed to traffic, No ATVs	Immediate	Retain Bannack Experience, healthy natural environment	staff, labor, and materials	To be determined
P8-5: Bicycles on trails and roads only; No bicycles in townsite	Immediate	Retain Bannack Experience, healthy natural environment	staff, labor, and materials	To be determined
P8-6: No Hunting	Immediate	No damage from gunfire to historic buildings, facilities, human health, etc.	staff, labor, and materials	To be determined
P8-7: Horses restricted to trails and roads; no hoses in campground or picnic area	Immediate	No damage, wear and tear from horses in campgrounds, picnic area, healthy natural environment	staff, labor, and materials	To be determined

Goal 8b:
Some recreational opportunities at Bannack will be maintained and enhanced.

Implementing Action	By When	Measurable Outcome	Needed Resources	Estimated Cost
A8-1: Drinking water at picnic area	2004	improved visitor satisfaction, evaluate satisfaction via surveys	staff, labor, and materials	To be determined
A8-2: Picnic Shelter	2005	improved visitor satisfaction, evaluate satisfaction via surveys	staff, labor, and materials	To be determined
A8-3: Replace current latrine	Spring 2002	outhouses that meet code and handicapped accessible	staff, labor, and materials	To be determined
A8-4: Amphitheater for evening programs	2006	improved visitor satisfaction, evaluate satisfaction via surveys	staff, labor, and materials	To be determined
A8-5: New hiking trails	2001 - initiate, ongoing thereafter	disperse visitors	staff, labor, and materials	To be determined
A8-6: Gold Panning in way that doesn't harm park resources	2004	improved visitor satisfaction, evaluate satisfaction via surveys	staff, labor, and materials	To be determined

9. NEW VISITOR CENTER

Implementing Action	By When	Measurable Outcome	Needed Resources	Estimated Cost
Refer to Actions A1-4, A2-6, A2-10, A3-1, A4-2, and A5-2.				
Feasibility study for location, design, and cost of new visitor center; Environmental studies (EA) as necessary	2001-2002	Identify location, construction costs of visitor center; compare to ability to meet needs for display, interpretation, dispersing visitors away from townsite, handicapped accessibility, archive storage, park offices, research area	staff, labor, and materials	To be determined
Procure funding to build	initiate in 2001	Funding for project	staff and/or contracted assistance	To be determined
Begin construction	2003	Project completion; and continued monitoring of visitor center's ability to meet identified needs; evaluation by visitor surveys, counts etc.	construction crew, materials, staff to oversee construction, monitor and evaluate results	To be determined

APPENDIX A

Beaverhead County Deed

THIS INDENTURE, Made by and between Beaverhead County Museum Association, a corporation, as party of the first part, and THE STATE OF MONTANA as second party, WITNESSETH:

That WHEREAS: This Association is the owner of all that certain property situated at the Townsite of Bannack, Beaverhead County, Montana, in Section 6, Township 8 South of Range 11 West, and which is particularly described as follows:

The surface title to the following described portions of the Hope Placer Mining Claim, designated by the Surveyor General as Survey No. 9881, in the Bannack (Unorg.) Mining District, Beaverhead County, Montana, together with the improvements on said portions, all of the Town of Bannack, Montana, to-wit:

a. A tract with a frontage of approximately ninety feet on the north side of the main street, and running back in a northerly direction to the mill ditch; with two buildings at the rear; being the premises adjoining the C. A. Norman
A 21 residence premises on the east.

b. An old cabin at the rear of and across the mill ditch from the old Graves home premises; with the lot whereon the same is situated, extending from the said ditch north to the hill, with a frontage of approximately twenty-five
B 115 feet along said ditch.

c. One five-room squared-log house situated between the old Matt Anderson saloon and the mill ditch, and fronting on Hangman Gulch Alley, together with the surrounding premises which are hereby described as beginning at
A 11 a point approximately thirty feet westerly along the north side of the main street from the northwest corner of the intersection of the main street and Hangman Gulch Alley, being the southwest corner of the premises known as the old Matt Anderson saloon; thence first course westerly along the north side of the said main street approximately ninety feet to the southwest corner of the tract hereby conveyed; thence second course northerly approximately one hundred fifty feet to the said mill ditch, to the northeast corner of the tract hereby conveyed; thence third course easterly along the south bank of said ditch approximately one hundred twenty feet to the intersection thereof with Hangman Gulch Alley, the northeast corner of the tract hereby conveyed; thence fourth course southerly along the west side of said alley to the northeast corner of the lot known as the old Matt Anderson saloon premises; thence fifth course westerly along the north end of said premises approximately thirty feet; thence sixth course southerly along the west side of said premises approximately seventy-five feet to the place of beginning.

d. A lot with a frontage of sixty feet and a depth of one hundred feet, being the most easterly lot on the north side of the main street; (reserving unto
A 25 the parties of the first part, however, one house on the north side of main street with garage. Said property adjoins the Reggie Hewlett house and property. Facing said house it is situated to the right of the Hewlett house).

e. A house known as the Wm. McMannis building with outbuildings and the surrounding premises having a frontage of 75 feet on the main street and a
A 19 depth of 100 feet.

f. The old Amede Bessette house on the south side of the main street, situated diagonally across the street from the southeast of the old church, with the
B 17 surrounding premises.

g. The old Underwood house on the north side of the main street with the surrounding premises, having an approximate frontage of 55 feet and running back northerly to the mill ditch; also an additional lot approximately thirty feet square fronting on said street and adjoining the said premises, on the west.

h. The old Bessette houses on the north side of the main street being the first houses east of the old church; together with the surrounding premises, having a frontage of approximately sixty feet, and a depth of approximately one hundred fifty feet back to the mill ditch. A17

i. The two old Bessette store buildings on the north side of the main street and across the said street from the old Masonic Temple, together with the surrounding premises, having a frontage of approximately forty feet and a depth of approximately one hundred fifty feet back to the mill ditch. A6+7

j. The brick building known as the old Meade Hotel, located on the north side of the main street, together with the land upon which the same is situated, consisting of a tract rectangular in form with a frontage of seventy-five feet and a depth of one hundred feet. A8

k. The Old Stahl houses on the south side of the main street known as the old cobbler's house, with the house connected therewith, and the surrounding premises. D20

l. Those certain premises with a frontage of approximately seventy-five feet on the south side of the main street and a depth of approximately one hundred fifty feet to the southern boundary of the said Hope Placer, with a squared-log cabin originally known as the old Graves property, being now the second house west of the old Masonic Temple on said street. B4

m. The building commonly known as Skinner's Saloon, with the outbuildings and surrounding premises. A9

n. Two cabins across the ditch from and in the rear of the old Graves residence premises on the north side of the main street, known as the old Dave Gibson houses, with the surrounding premises having a frontage of approximately one hundred fifty feet on the north bank of the said mill ditch, running back from the said ditch to the hill. A14

o. The log house with outbuildings and the surrounding premises, known as the old Dave Gibson property on the north side of the main street, with a frontage of approximately one hundred feet running back to the mill ditch. A2

p. The premises known as the Ed Grey house and yard located across the main street from the brick building known as the Meade Hotel, with a frontage of thirty feet on the south side of the said main street, and a depth of one hundred feet. B8

q. The building commonly known as the Gibson Hotel and the outbuildings used in connection therewith, together with the lot or lots upon which the same are situated, with a frontage of fifty feet on the north side on the main street and being more particularly described as follows, to-wit: Beginning at the southeast corner of said lot, being the east end of the frontage thereof upon said street; thence First Course two hundred thirty-five feet northerly at right angles to said street; thence Second Course easterly fifty feet; thence Third Course northerly one hundred feet; thence Fourth Course westerly one hundred fifty feet; thence Fifth Course southerly one hundred feet; thence Sixth Course easterly fifty feet; thence Seventh Course southerly two hundred thirty-five feet; thence Eighth Course easterly fifty feet to the place of beginning; all of the said angles between the said courses being approximately right angles. A10

r. Also the two certain dwelling houses with outbuildings, situated across the said main street from said Gibson Hotel, formerly used in connection therewith, and commonly known as the "Gibson Rooming Houses," with the premises upon which the same are situated, being a rectangular tract of land with a frontage of eighty feet on the south side of said main street and a depth of 100 feet. B9+10

ether with all the tenements, hereditaments, and appurtenances thereto belonging, and reversion and reversions, remainder and remainders, rents, issues and profits reof; and also all the estate, right, title, interest property, possession, claim demand whatsoever as well in law as in equity, of the said parties of the first part, in or to the said premises and every part and parcel thereof.

WHEREAS: this associatiation has acquired by purchase from [illegible] and wife the properties above described for use as a public park, historical site recreational area; and

WHEREAS: this organization is without funds wherewith to improve and maintain i properties in such manner as would best serve the public interest; and

WHEREAS: the State of Montana, through its power and facilities for maintaining table sites for the purposes above named, is willing to receive title to said perties and to improve and maintain the same for said purposes; and

WHEREAS: at a meeting of the board of trustees of this association duly held January 23, 1954 it was resolved by said association that the property above cribed be conveyed to the State of Montana for the purposes above mentioned, upon condition that the same be used for said purpose, and upon the further dition that the second party shall so maintain and use said properties; that should the second party fail to use and maintain said properties, or ndon the same, then, and in such event, the title thereto shall revert to the st party.

NOW THEREFORE: in consideration of the sum of one dollar, together with er valuable considerations paid by the second party to the first party, the eipt hereof is hereby acknowledged, the first party does hereby by remise, ease and forever quitclaim unto the second party all of the properties above cribed.

TO HAVE AND TO HOLD, with all appurtenances unto the second party forever, ject only to the conditions above mentioned.

IN WITNESS WHEREOF, said corporation has executed the foregoing, by its per officers on January 23, 1954.

BEAVERHEAD COUNTY MUSEUM ASSOCIATION

By [illegible]
President

ATTEST: Jean F. Bishop
Secretary

STATE OF MONTANA)
) ss
County of Beaverhead)

On January 23, 1954, before me, the undersigned Notary Public, personally appeared Elfreda Woodside and Jean Bishop, personally known to me to be the president and secretary respectively of the corporation whose name is subscribed to the foregoing instrument, and acknowledged to me that said corporation executed the same.

IN WITNESS WHEREOF, I have hereunto set my hand and affixed my notarial seal on the date in this certificate above written.

Notary Public for the State of Montana, Residing at Dillon, Montana. My commission expires [illegible] 1954.

STATE OF MONTANA) ss. 55858
County of Beaverhead)

I hereby certify that the within instrument was filed in my office the 11 day of Feb. A.D. 1954 at 30 min. past 10 o'clock A.M. and recorded on page 436 of book 135 of Deed Records of Beaverhead County, Mont.

Attest my hand and seal.

[illegible] County Recorder.

By [illegible] Deputy

Fees $ [illegible]

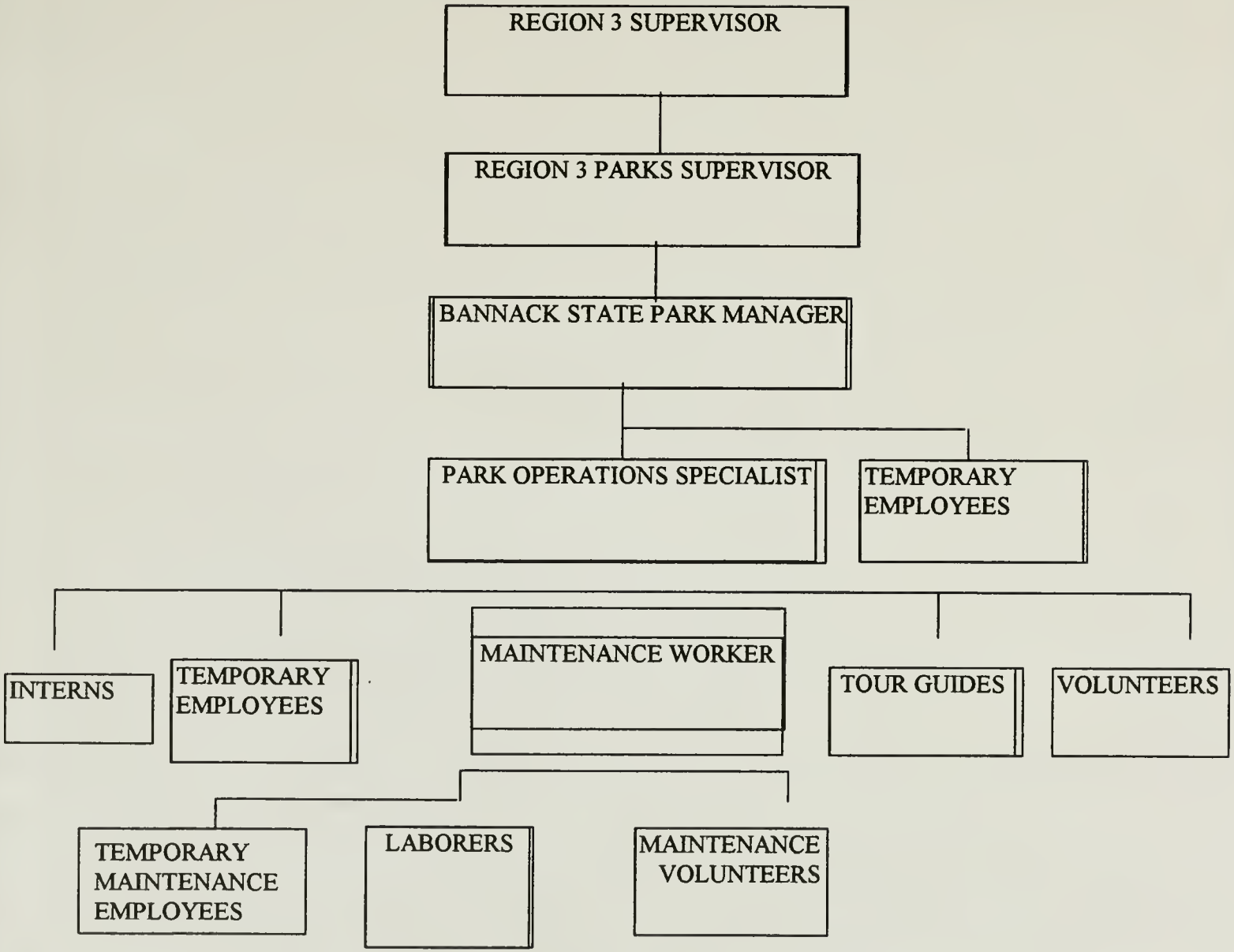
INDEXED

APPENDIX B

Staff Organizational Chart

BANNACK STATE PARK

CHAIN OF COMMAND



APPENDIX C

Annual Visitation Statistics

Bannack State Park Visitation Trends

Number of Visitors for 1980, 1994-1998

1980	1994	1995	1996	1997	1998
22,000	25,831	29,069	25,065	29,765	33,377

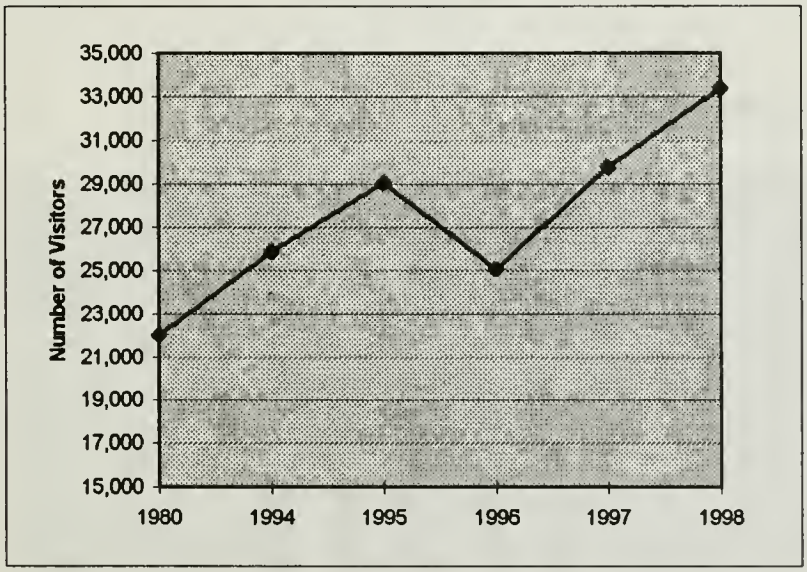
1980 statistics are from Montana Department of Transportation feeder route analysis as reported in 2020 Vision for Montana State Park

1994 statistics are as reported in *2020 Vision for Montana State Parks*

1995-1998 statistics are from Bannack State Park records and based on traffic counter numbers

Methodology for 1999 statistics was not comparable to 1995-1998 and therefore not included here

Bannack State Park Visitation Trends
Number of Visitors for 1980, 1994-1998

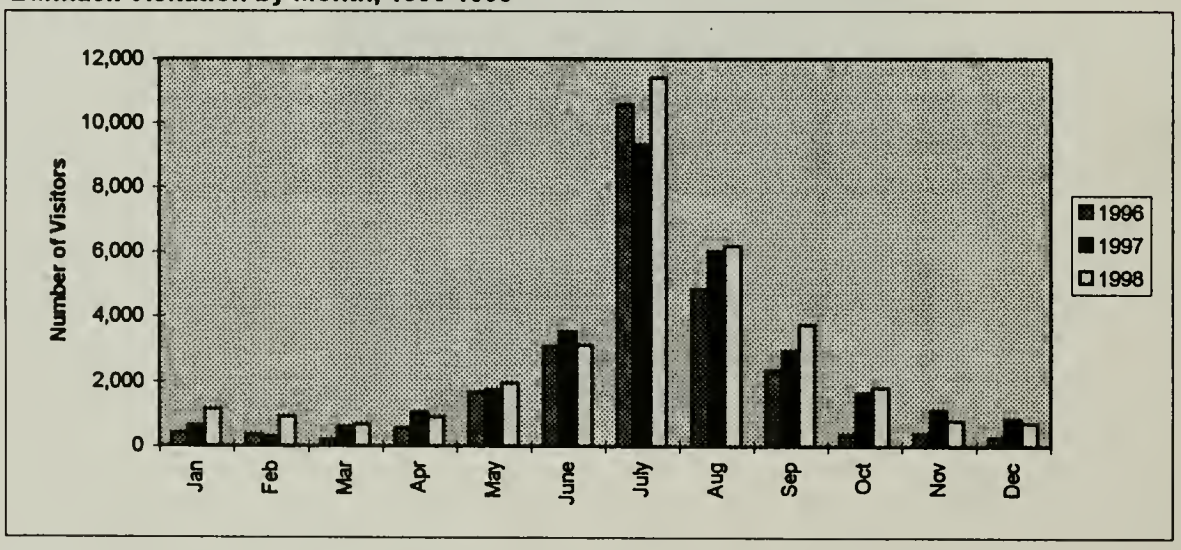


Bannack Visitation by Month, 1996-1998

	1996	1997	1998
Jan	416	639	1,156
Feb	352	284	916
Mar	195	600	690
Apr	556	1,045	912
May	1,680	1,749	1,954
June	3,064	3,526	3,110
July	10,589	9,325	11,411
Aug	4,838	6,014	6,168
Sep	2,352	2,935	3,735
Oct	364	1,658	1,805
Nov	391	1,131	797
Dec	268	859	723
TOTAL	25,065	29,765	33,377

Source: Bannack State Park Records

Bannack Visitation by Month, 1996-1998

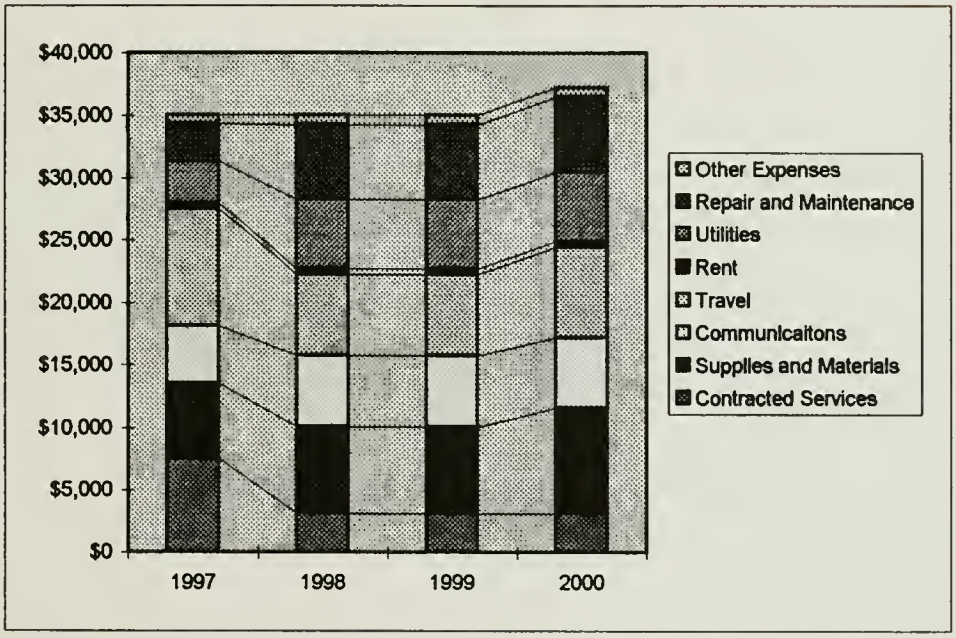


APPENDIX D

Annual Operating Budget

Bannack Operation Budgets 1997-2000

	1997	1998	1999	2000
Contracted Services	7,500	3,100	3,100	3,100
Supplies and Materials	6,000	7,000	7,000	8,500
Communicaitons	4,650	5,650	5,650	5,650
Travel	9,354	6,500	6,500	7,200
Rent	450	450	450	450
Utilities	3,400	5,554	5,554	5,554
Repair and Maintenance	3,000	6,000	6,000	6,000
Other Expenses	700	800	800	800
TOTAL	35,054	35,054	35,054	37,254



APPENDIX E

Planning Team Criteria and Selection

MANAGEMENT PLAN ADVISORY COMMITTEE

MISSION STATEMENT: To assist with the development of a final, comprehensive Management Plan for Bannack State Park, that satisfactorily addresses management issues and sets management direction after involving both the public and resource specialists and determining the best course of action.

CRITERIA FOR SELECTION ON THE COMMITTEE:

1. A varied cross-section of interests will be represented on the committee
2. Members will have a strong interest in Bannack
3. Members must be willing to work with others to seek constructive, mutually beneficial solutions.
4. Members will have strong leadership skills
5. Members will have a standing in the local community or in the profession they represent.

DUTIES

1. Provide input/ideas in the initial issue scoping session for the plan. Assist with the public scoping sessions.
2. Attend working group sessions of the plan, if interested.
3. Participate in issue development sessions of interest and provide ideas and assistance.
4. Review drafts of the plan. Make comments and suggestions.
5. Support and promote the plan publicly.

APPENDIX F

Summary of Past Planning

BANNACK COMPREHENSIVE MANAGEMENT PLAN

Summary of Past Planning

Prepared by: Cossitt Consulting
503 Fifth Avenue NW, Park City, MT 59063

The Montana Department of Fish, Wildlife and Parks (FWP) initiated the process for completing a Comprehensive Management Plan for Bannack State Park in 1999. As part of that process, a review of past planning documents related to Bannack was conducted. This report summarizes pertinent previous planning documents and lists related documents. A separate report summarizes public comments and visitor surveys related to Bannack projects.

Background

In 1862, Bannack was the site of the first gold rush in Montana territory and the town quickly grew to more than 3,000 inhabitants by 1863. By 1864 it was named the territorial capital, a short-lived apex that ended in 1865 when the gold rush, much of the population, and the capital location moved to Virginia City. By 1940 the town was essentially deserted and a group of citizens from Dillon organized to preserve the townsite. The town was eventually acquired by the Beaverhead County Museum and donated to the State of Montana in 1954.

Today Bannack is one of 41 State Parks administered by the Montana Department of Fish, Wildlife and Parks (FWP). The Department has long recognized the need for a comprehensive approach to managing the cultural and natural resources of the park. Both the State Park Futures Committee and the Montana Historic Sites Study Commission registered concern for historic resources and the need to improve interpretive/education services at Bannack State Park in 1990. Cited in the Committee's report were the need for historic structure stabilization, serious human health and safety problems, run-down facilities, lack of access for disabled visitors, and lack or disrepair of educational and interpretive facilities.

Past Planning Documents

Major planning documents prepared since 1990 include the following. A summary of each is included in this report.

- Management Plan, Bannack State Park, 1992
- Natural Resource Management Plan, Bannack State Park, 1994
- Development Plan, Bannack State Park RP&P Proposal, 1994
- Bannack Interpretive Plan and Conceptual Design, 1995
- Master Site Plan, 1995

Other related documents include:

- Accessibility Analysis (referenced in the Master Site Plan EA)
- Apex Mine/Mill Interpretive Development Proposal - Bannack State Park, 1994
- Bannack Bicentennial Park Proposal - Bannack State Park
- Bannack State Park Building Stabilization Environmental Assessment, May 1994.
- Bannack State Park Fence Project Environmental Assessment, September 1994.
- Bannack State Park Road Agent Trail Map and Proposal, (date?)
- Building Condition Assessment (referenced in the Master Site Plan EA)
- Final Environmental Assessment Record for Bannack Scenic Withdrawal, Bureau of Land Management, Butte District, May 1978.
- Fire Protection System Analysis (referenced in the Master Site Plan EA)
- Historic Resources Study - Bannack State Park, 1982
- National Register of Historic Places Inventory Nomination
- Results of Historical Research - Bannack State Park, 1992
- Wastewater Treatment and Disposal (referenced in the Master Site Plan EA)
- Water Supply System Analysis (referenced in the Master Site Plan EA)

MANAGEMENT PLAN, BANNACK STATE PARK

January, 1992

Prepared by: Montana Department of Fish, Wildlife and Parks

Committee Members:

Larry Sommers, Director of the Montana Historical Society
Doug Monger, Assistant Administrator, Parks Division, MDFWP
Dick Ellis, Regional Supervisor, Region 7, MDFWP
Gretchen Olheiser, Operations Bureau Chief, Parks Division, MDFWP
Paul Valle, Landscape Architect, Field Services Division, MDFWP
Jerry Walker, Regional Parks Manager, Region 3, MDFWP
Dale Tash, Bannack State Park Manager, MDFWP

Summary

This document marked the first formal process by the Montana Department of Fish, Wildlife and Parks (FWP) to address the long-term needs of Bannack. Although the State of Montana had acquired the townsite of Bannack in 1954, efforts up until this 1992 document had been directed toward critical short-term needs, including structure acquisition and stabilization. The 1992 Management Plan provided an overall policy framework to guide priorities and decisions, identified several additional studies that were needed, but stopped short of detailed strategies.

The Management Plan is the current overall guiding document for Bannack management. It provides a "Mission Statement" in keeping with the intent of the Association that donated Bannack to the State of Montana in 1954. The 1992 Management Plan states that the Association stipulated as part of the donation that Bannack should not be made into a tourist town and its ghost town atmosphere should be preserved.

The Bannack State Park mission is to:

> *preserve the site as a ghost town in a state of "arrested decay" in order to retain the atmosphere of the past with a sense of remote isolation, mystery and abandonment: to interpret and educate the public about the Park and Montana's past.*

The document provides a general policy approach for ten different topics: Natural Values, Cultural Values, Acquisition and Land Control, Preservation/Stabilization, Reconstruction, Restoration, Visitor Use, Operations, Research, and Documentation. The Management Plan also recommended several subsequent studies and more detailed plans. These included a Natural Resource Master Plan, Cultural Resources Inventory and Master Plan, Interpretive Master Plan, and a Site Master Plan.

NATURAL RESOURCE MANAGEMENT PLAN, BANNACK STATE PARK

September 1994

Prepared by: Montana Department of Fish, Wildlife and Parks
Cindy Staszak, Bannack State Park Manager

Summary

This document was initiated by the Bannack State Park Manager in 1994 in response to the 1992 Management Plan recommendation for a Natural Resource Master Plan. The Natural Resource Master Plan is currently in draft format and unfinished. It includes an overall discussion of natural resource management issues, riparian area management, wildlife management, and vegetation management. The Table of Contents indicates chapters dedicated to minerals management and land acquisition but these were not completed.

The basic philosophy of the Natural Resource Master Plan is derived from the 1992 Master Plan:

> *The objective with respect to natural values at Bannack State Park is to maintain and perpetuate a historically accurate environment, keeping this environmental element appropriate to the historical scene at all times. Not only are the natural and scenic values at Bannack highly significant, they are also very fragile. The importance of a natural setting free of modern intrusions and conducive to accurate interpretation of primary cultural values makes it essential that a natural resource master plan be developed and followed.*

The Plan identifies two different approaches to natural resource management – one for the area within the townsite of Bannack, the other for outside of the townsite. Within the townsite area, natural resource management should support the park's primary purpose of preserving, stabilizing and interpreting the site as a ghost town with a sense of remote isolation, mystery and abandonment. Outside of the townsite, management will focus on natural processes and maintaining the historic natural setting.

The Plan systematically addresses past management practices, current status, and future management recommendations for each of the three major topics – Riparian Areas, Wildlife and Vegetation. Management recommendations for riparian areas addressed the need to stabilize Grasshopper Creek banks throughout the townsite; fence the townsite to prevent erosion by livestock; protect remaining cottonwoods from beaver damage and reduce additional beaver-caused damage; supplement re-growth of native vegetation; monitor water quality; and maintain or re-establish the historic fishery. Wildlife issues included the need to research historic populations and work toward re-establishing the historic composition; manage species that cause irreversible damage to historic and cultural resources; retain the area outside of the townsite open to hunting. Recommendations for vegetation management included fencing the townsite to prevent livestock encroachment; a fire break around Bannack townsite; and clearing vegetation within a distance of two feet from the foundations of all buildings.

DEVELOPMENT PLAN, BANNACK STATE PARK
RP&P PROPOSAL

September 1994
Prepared by: (Not stated)

Summary

This plan was prepared as a guideline for managing 1,066.99 acres immediately adjacent to Bannack State Park. The property, previously administered by the U.S. Bureau of Land Management, was proposed to be managed by the State of Montana pursuant to the Recreation and Public Purposes Act (RP&P). Acquisition and management of this property by the State of Montana would enable one agency, the Montana Department of Fish, Wildlife and Parks (FWP), to control and manage contiguous public properties within the National Historic Landmark Boundary as a single unit.

The plan indicated that the management philosophy for the acquired lands would be based on the 1992 Management Plan and the 1994 Natural Resource Management Plan. The lands would be used primarily for the enhancement and protection of the existing State Park and general recreational purposes. Other than potential development of the "Road Agent Trail" along the old stage coach route between Bannack and Virginia City, no plans for any ground disturbing activity were identified.

The plan provided an estimate of the State resources needed to administer and maintain the additional land. Also included were a discussion of existing uses for grazing and hunting, both of which were recommended to continue under existing guidelines. It was recommended that BLM continue to administer and manage the property for grazing for a period of ten years. The plan also discussed weed management and reviewed various control mechanisms including chemical and non-chemical methods, minimizing soil disturbance, and restricting vehicles to established roads.

BANNACK INTERPRETIVE PLAN AND CONCEPTUAL DESIGN

1995

Prepared by: Prairie Wind Architecture, p.c., Box 626, Lewistown, Montana 59457

Summary

This document recommends a program of interpretation for Bannack State Park. It identifies goals and objectives of the visitor experience, gives direction for interpretive themes throughout the park, and identifies different methods and media for interpretation. The document is intended as a broad conceptual approach to interpretation and clearly indicates that more research and design specifics would be required prior to implementation of specific projects. Several dozen different potential projects are described in the document and cost estimates included for 23. The document also provides information on visitors in general and specific information on Bannack visitors as background for recommendations on interpretive themes. The overall approach as described by the authors is "the 'semi-primitive' end of the development spectrum" providing visitors with the sense of discovery, adventure and solitude that is one of Bannack's unique features.

Projects are grouped into three levels. Level 1 would provide a basic level of visitor introduction to key stories of the site. Level 2 would provide greater opportunities for visitors who stay longer on-site. Level 3 would provide more opportunity for in-depth immersion by visitors.

Key issues for interpretation included the need for a consistent approach to the "arrested decay" historic preservation philosophy; need to preserve town views (and avoid exterior signs that would mar views); need to assess budget constraints that limit staff available to run the Park and interpretive programs; need to encourage respectful behavior toward Bannack buildings; distinction of Bannack as a "real ghost town" rather than a simulation or collection of buildings brought in to the site; visitors' lack of understanding of historic preservation; impact of construction activities on visitor experience; visitor health and safety; and need for interpretation to play a stronger role in the visitor's experience.

A questionnaire developed specifically for this study was completed by 252 respondents. Key findings were that 98% of visitors rated "a sense of going back in time" high-very high; 94% rated "freedom to go inside buildings" high-very high. Importance of artifacts to visitor experience (80% high-very high) and the feeling of solitude (83% high-very high) were also clearly important to visitors.

Two major interpretive themes were identified: 1) "Behind these wooden remnants lie the ghosts of Bannack" - the legacy of stories of ordinary people living in extraordinary times; and 2) "Bannack was the door through which the world rushed into Montana" - the relationship of gold discovery at Bannack and its influence on the settlement of Montana and changes brought by new values from outside the region. Three supporting themes were identified: 1) Bannack buildings reflect the changing face of the western frontier, 2) Bannack's cycle of boom and bust, and 3) Road Agent outlaws and Vigilantes.

The report also recommended time periods for interpretation:

1862-1890s	Bannack Townsite	*Mining Camp to Settlement*
1862-1890s	Grasshopper Creek	*Placer Mining*
1890s-Present	Hendricks Mine/Mill	*Hard Rock Mining*
1954-Present	Not Site Specific	

MASTER SITE PLAN

1995

The Master Site Plan documents consist of an Environmental Assessment (EA), site maps and architectural design drawings, and a correspondence file.

EA

Prepared by: Jerry Walker, Montana Department of Fish, Wildlife and Parks (FWP) Regional Park Manager, and Cindy Staszak, Bannack State Park Manager

Site Maps and Architectural Design Work

Prepared by: Prairie Wind Architecture, Box 626 Lewistown, Montana 59457

Correspondence File

Prepared by: Cindy Staszak, Bannack State Park Manager

Summary

The master site plan was developed to initiate specific changes and restoration projects at Bannack State Park. It addresses needs related to historic structure stabilization, human health and safety issues, access for the disabled, run-down facilities, and lack or disrepair of interpretive facilities.

The plan specifically includes the following projects:

1) evaluate and upgrade the fire detection and security system, including relocating controls to the new shop,
2) replace latrines at upper campground and center of townsite with disabled accessible vault models,
3) evaluate 31 historic buildings, make recommendations for stabilization, and stabilize approximately five structures (determined from the assessment)
4) construct new shop building with new water system and drainfield,
5) renovate and remodel site manager's residence including new drainfield,
6) remodel State House into park administrative offices, with a year round, disabled accessible public restroom
7) remodel Thompson House into seasonal staff housing with new water system and drainfield,
8) develop a new park entrance with gate, self-serve fee station and interpretive area,
9) upgrade existing visitor center parking lot,
10) improve existing parking lot at group use area, and
11) develop entrance trail from new group use area parking lot to town entrance.

The EA includes a summary of public involvement in the master site planning process and incorporates comments from the State Historic Preservation Officer and the State Historic Preservation Office Historical Architect.

Based on the significance criteria evaluated in the EA, an EIS was not required.

APPENDIX G

Summary of Scoping Meetings

BANNACK COMPREHENSIVE MANAGEMENT PLAN

DRAFT

SUMMARY OF ISSUE SCOPING

Prepared by Cossitt Consulting, October 26, 1999

The Montana Department of Fish, Wildlife and Parks (FWP) initiated the process for completing a Comprehensive Management Plan for Bannack State Park in 1999. This report summarizes the process and results of issue scoping during the Fall of 1999. Scoping is the process of identifying issues, participants, topics and geographic areas that will be addressed.

1. Process

The process included scoping meetings with Planning team and other state agencies (referred to as "internal" scoping to differentiate from advertised public meetings), public scoping meetings, a newsletter, one-page survey, and a review of previous public involvement efforts at Bannack. Scoping took place between August and October 1999.

1. **Internal Scoping - within the state agencies**
    - Kick-Off Meeting with Planning Team - 17 participants
    - October 19, 1999 Meetings in Helena
        - SHPO/State Historical Society Meeting - 15 participants
        - Travel Montana, MT Department of Environmental Quality (Abandoned Mines Program), and MT Arts Council - 8 participants
        -
2. **Public Scoping Meetings**
    - August 28 Meeting - Bannack - 5 persons
    - September 14 Meeting - Butte - no attendance from the public
    - September 15 Meeting - Dillon - - 8 persons

3. **General Public Awareness**

    Newsletter - first mailing September 9, 1999
    Mail list with approximately 140 names as of October 26, 1999

4. **Survey/Questionnaire**

    Mailed out with Bannack State Park Management Plan newsletter
    Posted on Bannack Association website
    Sent with Bannack Association newsletter

5. **Review previous public involvement efforts at Bannack**

- July, 1993 -Bannack Days Survey, 143 responses
- 1993-1995 -Comments and Meetings related to the Master Site Plan
- Summer, 1994 - Visitor Survey, Bannack State Park - for Interpretive Plan, 252 responses
- 1998 -Capital Improvements Survey - to rank the importance of three proposed projects

2. Results

Chronological Summary of Public Scoping/Comment for Bannack State Park 1993-1999 (including number of respondents and percentage of local, in-state and out-of-state respondents)					
		Respondents/ Participants			
Date	Event	Total #	% Local	% In-State	% Out-of-State
Fall 1999	Survey- Questionnaire	20	20%	35%	30%
10-99	Other Written Comments - from SHPO/Historical Society	4			
10-19-99	Internal Scoping Meeting - SHPO/Historical Society	15			
10-19-99	Internal Scoping Meeting Travel Montana, DEQ, Arts Council	8			
9-15-99	Public Scoping Meeting - Dillon	8			
9-14-99	Public Scoping Meeting - Butte	0			
8-28-99	Public Scoping Meeting - Bannack	5			
8-12-99	Internal Scoping- Planning Team Kick-Off Meeting	17			
Summer/Fall 1999	Comment Cards - Bannack State Park	9		22%	78%
1998	Capital Improvements Survey	133			
1993-1995	Comments and Meetings Related to Master Site Plan				
Summer 1994	Visitor Survey for Interpretive Plan	252	1%	20%	71%
July 1993	Bannack Days Survey	143			22%
	TOTAL RESPONSES	**395**			

3. Issues/Concerns

The following is a general review of issues identified through the 1999 scoping process and the review of previous documents. This is a general summary rather than an exhaustive list of issues and concerns. Where there seemed to be viewpoints on either end of the spectrum on a particular issue, at least two perspectives are included. These can be noted by the use of the word "AND" separating the differing perspectives.

Compilations of comments for each of the meetings, surveys, and previous documents have also been prepared for those readers who would like to see more detailed comments. These are available from the Bannack State Park office.

VISION/GENERAL

As identified in the 1994 visitor survey for the Bannack Interpretive Plan, Bannack stands out as a unique site – as a totally non-commercial place, where people can enter abandoned buildings, and feel a sense of solitude and private exploration. This is a fairly common theme among comments for all public outreach efforts between 1993-1999.

BUILDING STABILIZATION/PRESERVATION

Note: The existing goal for Bannack as developed in the 1992 management plan is to "preserve the site as a ghost town in a state of 'arrested decay" and stabilization efforts have been geared toward that goal.

- Comments on building stabilization/preservation include:
- Stay with arrested decay approach - AND - go to full restoration of at least some buildings (including some that arc no longer standing)
- Put artifacts in the buildings, re-create (some if not all) historic interiors - AND - few or no artifacts, keep interiors "abandoned"
- complete closure of all buildings to public access - AND - some buildings closed to access (some mentioned a rest-rotation system)
- Access to only portions of the buildings (by sealing off rooms with gates or plexiglass) - AND - do not close off interiors with chains, gates or other barriers
- Need criteria for stabilization and a consistent technical approach by contractors (Note: approach to stabilization varies from contract-to-contract with different firms doing the work)
- If incorporating artifacts and restoring buildings, how will you determine what time period will be portrayed or restored?
- Continue multi-function purpose of some buildings - such as church, school

VISITOR MANAGEMENT

Note: Annual visitation has increased 20% since 1993 and approximately 4,000 visitors attend the two-day Bannack Days in July of each year.

Comments related to visitor management included:

- raising fees
- more group tours
- disperse visitors throughout Park - mine, more walking tours
- limit access to the buildings (see Building Stabilization above)
- have more volunteers to guide people through the Park and monitor impacts (esp. vandalism)
- shift some of the visitors to Dillon to a satellite facility/museum
- limit or eliminate advertising for Bannack events

SPECIAL EVENTS

Comments generally reflected the importance of retaining Bannack Days. Comments reflected that special events should be in keeping with the "old West" theme of historic Bannack. The 1993 Bannack Days survey had many specific comments on how to continue Bannack Days.

Some persons generated ideas about new special events, such as kid's fishing day or grandparents' day. Consider sledding hill for winter use.

Related issues include marketing for special events. Some indicated that marketing for Bannack Days should be limited (rather than increased promotion).

INTREPRETATION

Note: An Interpretive Plan for Bannack was developed in 1995.

Viewpoints on how to interpret Bannack include:

- need to tell more detailed stories about Bannack and the people who lived there
- add better numbered signs to the buildings- AND - leave signs as they are
- include more written history on signs or placards at various buildings - AND - no additional signs at buildings
- More walking tours along more themes
- interpretive tours or walking tours for placer mining area, other historic areas
- living history guides (dressed in period costume and "living"/acting history (e.g. operating blacksmith shop, assay office, etc.)
- include artifacts and mannequins in buildings (to tell story of how it used to be) - AND - do not include these items in buildings
- Consider the many interpretive themes -
    - Native American history at site
    - Chinese and other immigrants at mine site
    - wildlife and vegetation
- Gold panning area

Museum/Visitor Center/Research Area

- Expand Visitor Center - AND - leave as is
- Build a museum/research facility (suggested to re-build old brewery building) on site - AND - this kind of facility should be off-site (one suggestion was a "satellite center" in Dillon)
- People want to research at Bannack - AND - research can be done off-site - most documents are available at other locations (e.g. Historical Society)

Mine/Mill Restoration/Stabilization

- tours of mine and mill (repair of mine/mill was listed as a #2 priority in the 1998 Capital Improvements Survey; #1 priority was building stabilization)

CULTURAL RESOURCE MANAGEMENT

Comments raised about resources included:

- Need for archive/storage area at Bannack - AND - store the items that are only available at Bannack in other secure location (e.g. Historic Society in Helena for photos and paper documents)
- Need to catalog existing artifacts
- Need for a written acquisition policy
- Acquire items that tell the story of Bannack but may not be from Bannack - AND - limit acquisitions to only what came from Bannack
- Need for an archaeological plan at Bannack
- Need to document what work has been done to stabilize/restore, etc. and establish a methodology for documenting change in the future (e.g. annual photos)
- Artifacts that are accessible should be considered disposable

FACILITIES AND INFRASTRUCTURE

Comments included:

- need for a public drinking water supply
- flush toilets
- keep camping/expand camping/need restrooms for camping areas
- more benches and seating areas in town
- more boardwalks (continuous boardwalks through town)
- More defined entry area/fee collection area
- Additional parking areas
- administrative facilities
- staff housing/ work areas
- disabled access
- Need for RV access and campground accommodations - AND - Let RV users stay outside of park

PUBLIC SAFETY

Fire Protection and Control

- Concern for buildings as high fire danger (dry wood)
- Concern about grass and sagebrush in and around town - AND - interest in retaining grass/sagebrush as part of ghost town atmosphere
- Work with cooperative agencies/mutual aid - esp. DNRC
- dry hydrants
- close some areas during high fire times

Public Safety/Health

- Services such as ambulance
- Hanta-virus potential
- Building condition and potential for injury
- Mine adits and hazards around old mines

Police/Vandalism

Police the area and apply fines and jail terms to those who deface/destroy

NATURAL RESOURCE MANAGEMENT

Vegetation

- Grazing
- Fire Control
- Noxious weeds
- Threatened and Endangered species
- Riparian management

Wildlife

- fishery
- hunting
- pest control
- threatened and endangered species

Land Management

- viewsheds
- land acquisition
- trails
- add a fish pond/sledding hill

OPERATIONS AND STAFFING

Funding

- Increase fees - AND - do not increase fees
- develop endowment fund(s)
- "Adopt a Building" program
- grant funds/grant writer
- Sale of Bannack items (e.g. reprint posters that are out of print)
- More funds from State of Montana
- memorial funds
- education grant funds in exchanging for hosting school groups
- possible use of accommodations tax for public interpretation of national register properties

Staffing

- Need for more staff
- Encourage and continue volunteerism

Partners

- Increased use of partners - -- Grand Lodge of Masons, Montana Mining Association, Colleges, Back Country Horsemen (corrals and trails)

APPENDIX H

Summary of Past Scoping/Previous Public Involvement

BANNACK COMPREHENSIVE MANAGEMENT PLAN

SUMMARY OF PREVIOUS PUBLIC INVOLVEMENT

Prepared by: Cossitt Consulting
503 Fifth Avenue NW, Park City, MT

The Montana Department of Fish, Wildlife and Parks (FWP) initiated the process for completing a Comprehensive Management Plan for Bannack State Park in 1999. As part of that process, a review of previous public involvement in plan-related issues at Bannack was conducted. This report identifies the various public involvement activities and key issues, identifies how issues may have been addressed in past planning documents, and provides a brief summary of each separate public involvement effort.

A separate report summarizing past planning documents has also been prepared as part of this Comprehensive Management Plan. In that report, there is a short summary of the history of Bannack and how it became one of 41 parks in the Montana State Park system.

Background of Public Involvement Since 1990

Concurrent with efforts to develop a long-range systematic approach for preserving Bannack, local residents and interested citizens formed the Bannack Historical and Museum Association in 1990. The Association later shortened its name to the Bannack Association. The Bannack Association is a non-profit organization dedicated to assisting preservation efforts at Bannack and promoting its historical and cultural assets.

Bannack State Park staff began formal efforts to encourage public comment on park projects in February 1993, when an Open House was held in Dillon to solicit review and comment on the proposed Master Site Plan. Three surveys were conducted between 1993 and 1998.

Public Involvement Efforts - Chronological List

The following is a chronological list of the key public involvement actions taken by Bannack State Park.

- July, 1993 **Bannack Days Survey**

- 1993-1995 **Master Site Plan** Comments and Meetings
  - February 25, 1993: Open House and Survey Regarding Proposed Master Site Plan - 6 responses
  - April 19 and May 24: Public Comment on EA to stabilize 10 buildings
  - July 7, 1994: Planning Meeting on Master Site Plan

- Summer, 1994 **Visitor Survey**, Bannack State Park - for Interpretive Plan

- 1998 **Capital Improvements Survey** - to rank the importance of three proposed projects

Summary of Key Points Identified through Public Involvement
How Key Points Have Been Addressed in Past Planning Documents

Each of the public involvement efforts was geared toward obtaining comments or information on a specific activity or proposed project.

Despite different approaches to the surveys conducted in 1993 (Bannack Days), 1994 (Interpretive Plan) and 1998 (Capital Improvements), there is a current of sentiment common among comments made by respondents. These include an appreciation for Bannack as a unique site, recognition that buildings need stabilization or repair, and interest in interpretive programs.

The Master Site Plan public involvement efforts solicited responses on very specific projects. In response to comments from public and staff, capital improvements have focused on stabilizing town buildings, improving the museum/visitor center, maintenance facilities, staff housing, fire detection and security systems, public restrooms and drinking water

Special events at Bannack include the two-day celebration known as "Bannack Days." The 1992 Management Plan addresses special events and prohibits events irrelevant to the historic purpose of the park or that detract from the historic setting. The 1993 Bannack Days survey asked respondents to indicate if any events were not in keeping with the theme of Bannack. Respondents clearly felt theme was important and indicated that events should fit into an "Old West" theme. That and other issues raised specific to Bannack Days have been addressed in changes to subsequent Bannack Days events.

The 1994 survey results clearly indicated that freedom to go inside the buildings, the solitude of the site, and artifacts are important visitor experiences at Bannack. The Interpretive Plan Document takes these factors into consideration with an interpretive approach that is on the "semi-primitive" end of the development spectrum and that provides visitors with the sense of discovery, adventure, and solitude that make Bannack unique.

Responses to the 1993 Bannack Days Survey and to the 1998 Capital Improvements Survey indicated interest in the Hendricks mine/mill. In the 1993 survey, comments reflected the popularity of the mine tour. Respondents to the 1998 survey ranked development of the mine and mill for interpretive tours second in priority to building stabilization (out of a choice of three project areas).

Questions about funds for existing and future projects at Bannack were raised in both the 1993 and 1998 surveys. Raising admission fees were responses common to both surveys and was mentioned by 21% of the 133 respondents in 1998.

In both the 1993 and 1994 surveys, the majority of persons visiting Bannack State Park were visiting for the first time. In 1993, 65% of the persons were first-time visitors, in 1998 62% were first-time visitors.

PUBLIC INVOLVEMENT IN MASTER SITE PLAN AND BUILDING STABILIZATION PROJECT, 1993-1995

Between 1993 and 1995, Bannack State Park focused on building stabilization and a master site plan. Public outreach included several public meetings, a questionnaire, and opportunity for public comment on the plan document.

Open House and Questionnaire, February 25, 1993

(6 responses)

Background.

An Open House was held on February 25, 1993 for the public to review and comment on the Master Site Plan and Stabilization Project. A survey was also handed out to Open House participants. A variety of items were on display including flip charts listing issues and concerns; a map of the Master Site Plan; copies of the Historic Research and Draft Management Plan; and photos of buildings proposed for stabilization. Six FW&P staff were available to answer questions. Six people completed the survey handed out at the Open House.

Highlights

The item rated the highest priority by most people was the Visitor Center/Museum. The Maintenance Facility received the second most votes for high priority. Staff housing, camping/campgrounds, day use/amphitheater and traffic control ranked third.

Public Comment on EA to Stabilize 10 Buildings - April/May 1994

Public comment on the Environmental Assessment to stabilize the initial 10 buildings at Bannack was solicited and received through legal notices in three newspapers – the Dillon Tribune, the Montana Standard and Helena Independent Record. The comment period on this work was between April 19 and May 24, 1994.

The stabilization work at Bannack was publicized with newspaper articles appearing in the Dillon Tribune and Montana Standard on a regular basis. In addition, two articles on the Bannack Stabilization project received statewide coverage in all the major Montana newspapers.

Master Site Plan - 1994-1995

The Bannack Master Site Plan received more public input and comment at a planning meeting held on July 7, 1994 at Bannack. Based on public and staff comments, the original Master Plan was revised and alternative locations selected for the park shop and the park manager's residence.

The Bannack Association, Inc., a public, non-profit support group for Bannack State Park, had several opportunities to review and provide comment on the Master Site Plan and stabilization plans at their quarterly meetings.

An EA was prepared for the second phase of building stabilization and master site plan development in 1995 and included a 30 day period for public comment.

BANNACK DAYS SURVEY, JULY 1993
(143 responses)

This was a survey of Bannack Days attendees during July 1993.
Each of the survey responses and a two-page survey results summary are in files at Bannack State Park Administrative Offices.

Background
This survey was conducted to assess visitors' perceptions of Bannack Days, determine the quality of activities within the theme and scope of Bannack Days, and to identify areas that needed to be improved.

Highlights
Overall, this is a very popular event – 67% of the respondents rated the event as very enjoyable and no one rated it as "not at all enjoyable." (Note: Ratings may have been even higher but for bad weather. Several respondents indicated they would have rated the event more enjoyable but for cold and rainy weather conditions.)

Respondents were asked to indicate how many activities they had attended from a list of 24 different activities. The most popular activities included: food concessions (54%), skill demonstrations (51%), shoot-out (50%), muzzle loading (32%), and music (30%). The most popular events by listed priority were: skill demonstrations (20%), shoot-out (8%), muzzle loading (8%), town tour (6%), mine/mill tours (6%), and mountain man talk (4%).

The survey listed seven different ways of either raising more money or expending less in order to continue Bannack Days. The most support was received for having more concessions (78%) and charging all sellers a fee (68%). Strong opposition existed for reducing the events to one day (89% against), eliminating wagon rides (91% against), and no music (80% against). Two percent of the respondents suggested other ideas for event cost reduction strategies. Some of the suggested ideas included raising the overall admission fee, making an opportunity for donations available, and selling Bannack Days T-shirts and souvenirs. One person suggested charging RVs more for parking.

General comments reflected an appreciation for the event with such comments as "Great! Thank you!" Comments were received about the need to keep the "Old West" atmosphere consistent among the demonstrations and concessions. The mine tour was listed as an event so popular that some people were unable to participate. Negative comments were received about parking, long food lines, weather conditions, out-of-character demonstrations (e.g. foot race and line dancing), need for water, more restrooms and more drink concessions. Comments about the State Park reflected an interest in the Old West and concern that more buildings should be repaired.

Most people indicated they were attending Bannack Days for the first time (65%). Twenty-two percent of the respondents came from outside Montana.

VISITOR SURVEY, 2 MONTHS DURING SUMMER SEASON 1994, BANNACK STATE PARK

(252 respondents)

Copy of the survey, tabulated results and all visitor comments are included in Appendix C of *Bannack Interpretive Plan and Conceptual Design* (1995). A written summary is included on pages 24-27 of the Interpretive Plan.

Background

This survey was conducted to provide information on visitor preferences to be considered in the Bannack Interpretive Plan.

Highlights

Visitor Preferences

Ninety-eight percent of visitors rated "a sense of going back in time" high-very high. The Interpretive Plan noted that this preference directs interpretive development, historic preservation and daily management activities.

Ninety-four percent rated "freedom to go inside buildings" high-very high. The Interpretive Plan noted that this supports current management of the visitor experience and encourages stabilization and preservation activities that allow access where possible.

Eighty percent rated importance of artifacts to visitor experience as high-very high. The Interpretive Plan noted that this supports the further definition of key townsite building interiors with careful attention to "sense of abandonment." The Plan also suggested offering replica items for visitors to touch in the visitor center, at the mill site or on guided walks or mine tours.

Eighty-three percent rated the feeling of solitude as high-very high. The Interpretive plan noted that flat topography and concentrated buildings give Bannack a moderate ability to hide views and sounds of other people in the townsite. As crowds increase, there will be fewer opportunities for solitude. Increased interpretation of outlying features, such as self-guided interpretive trails and gold panning could help disperse weekend summer crowds. Off-season use could be promoted through special events such as a "Christmas at Bannack" or ice skating opportunities.

Length of visitor stay

Twenty-six percent of visitors spent up to one hour at the site, 40% spent two hours and 30% spent three or more hours. The one to two hour group spends most of their visit in the townsite. Responses in the survey indicate a majority uses the walking tour in the newspaper for their walk through town. Several commented that they had difficulty locating buildings with the walking tour and corresponding numbers. Visitors who spend three or more hours on-site generally participate in all interpretive and recreational offerings. They may also bird-watch, camp, fish or go on extended hikes.

The Interpretive Plan indicates that a two-hour length of stay is a common use pattern at other similar facilities. The Plan suggests that improving the townsite brochure, including information on the cemetery and Hangman's Gulch will offer an average activity time of one and half to two hours. An interpretive trail and gold panning opportunity were estimated at 30 minutes or more.

Providing an interpretive approach at the mine/mill could add a minimum of 30 minutes to one hour of opportunities.

The impacts of increasing length of stay were also addressed in the Interpretive Plan. These include more people at one time on-site, parking (lot was noted to be full on many summer weekends), increased demand for campsites, hook-ups and interpretive programs such as guided tours by reservation. Tours were noted to be full during primary use periods with few exceptions at the time of the study.

Sixty-two percent of those who answered the question about frequency of visits indicated that this was their first visit to Bannack. Seventy-one percent of respondents were non-residents from 32 states and four countries; 20% were Montana residents, and an additional one percent were local residents.

CAPITAL IMPROVEMENTS SURVEY, 1998
(133 responses)

Approximately 1,000 surveys were distributed between June and November, 1998. Distribution included handing surveys out during Bannack Days, inclusion in the Bannack Association newsletter (distribution about 200 members, including some legislators), news releases, public service announcements and Internet comments. The proposed capital improvements were also reviewed with 12 people in attendance at the Bannack Association meeting 10-7-98.

Background
This survey was conducted to determine the importance of three proposed projects, 1) building stabilization, 2) entrance/parking lot improvements, and 3) Hendricks Mine Rehabilitation. Respondents were asked to rank the importance of the projects from a state-wide perspective, to rank the three proposed projects (from highest to lowest priority), list other additional projects and services needed, identify suggested funding sources, and indicate if they want to be involved in the Management Plan process. This survey was issued pursuant to House Bill 5, passed in the 1997 Montana State Legislature, requiring the Montana Department of Fish, Wildlife & Parks to seek public comment on sites proposed for 2001 biennium capital improvements.

Highlights
Respondents clearly indicated that the proposed projects at Bannack were important or very important from a statewide perspective (97%). Highest priority work proposed for Bannack was the stabilization of historic buildings. Hendricks Mine stabilization and development of the mine and mill for interpretive tours ranked second. Building an entrance gate, fee collection area, interpretive pullouts and parking lot improvements were ranked third.

Several items were mentioned more than once in response to the question "What other projects do you see as high priority projects at Bannack?" Ten people indicated restrooms; nine responses were received for improved signs/markers on buildings and for more and improved camping; seven persons listed visitor seating on boardwalks; and five people listed drinking facilities.

A variety of responses were received in answer to the question "What suggestions do you have for funding these improvements at Bannack?" The most frequently cited response was "user fees" or "raise user fees" (28 responses); donations (11) and state funds (8). Other suggestions included a voluntary check-off on state income tax, create Bannack souvenirs for sale, "adopt a building" program similar to "adopt a highway," and develop corporate sponsors.

General comments reflected visitors' enjoyment in being able to walk through buildings, the lack of crowds and commercialization, and the restoration done thus far.

APPENDIX I

Secretary of the Interior's Standards for Preservation and Rehabilitation of Historic Buildings

SECRETARY OF THE INTERIOR'S STANDARDS FOR PRESERVATION AND REHABILITATION OF HISTORIC BUILDINGS

PRESERVATION

Preservation maintains the existing integrity and character of a historic structure by arresting or retarding deterioration caused by natural forces and normal use. It includes both maintenance and stabilization. Maintenance is a systematic activity mitigating wear and deterioration of a structure by protecting its condition. Stabilization involves reestablishing the stability of an unsafe, damaged, or deteriorating structure while maintaining its existing character. The following standards, based on the Secretary of the Interior's Standards for the Treatment of Historic Properties, apply:

- A historic structure is used as it was historically, or is given a new or adaptive use that maximizes the retention of historic materials, features, spaces, and spatial relationships. Where a treatment and use have not been identified, a structure is protected and, if necessary, stabilized until additional work may be undertaken. Adaptive use of prehistoric structures is prohibited.

- The historic character of historic structure is retained and preserved. The replacement or removal of intact or repairable historic materials or alternation of features, spaces and spatial relationships that characterize a structure is avoided.

- Each historic structure is recognized as a physical record of its time, place, and use. Work needed to stabilize, consolidate, and conserve historic materials and features are physically and visually compatible, identifiable upon close inspection, and properly documented for future research.

- Changes to a historic structure that have acquired historical significance in their own right are retained and preserved.

- Historic materials, features, finished, and construction techniques, or examples of craftsmanship that characterize a historic structure are preserved.

- The existing condition of historic features is evaluated to determine the appropriate level of intervention needed. Where the severity of deterioration requires repair or limited replacement of a historic feature, the new work matches the old in design, color, texture, and where possible, materials. Repair or replacement of features is substantiated by archeological, documentary, or physical evidence.

- Chemical or physical treatments that cause damage to historic materials are not used.

- Archeological and landscape resources are protected and preserved in place. If such resources must be disturbed, mitigation measures are undertaken including recovery, curation, and documentation.

The following additional standards apply:

- Stabilization detracts as little as possible from a historic structure's appearance and significance. Reinforcement is concealed wherever possible so as not to intrude upon or detract from the aesthetic, historical, or archeological quality of the structure, except where concealment would result in the alteration or destruction of historically or archeologically significant features, materials, or physical or visual relationships. Accurate documentation of stabilization procedures is kept and made available for future needs.

- Qualified technicians, in accordance with approved work procedures, execute maintenance. Where such procedures are nonexistent or incomplete, a historical architect provides technical guidance.

REHABILITATION

Rehabilitation improves the utility or function of a historic structure, through repair or alterations, to make possible a compatible contemporary use while preserving those portions or features that are important in defining its significance. The following standards, based on the Secretary's Standards, apply:

- A historic structure is used as it was historically or is given a new or adaptive use that maximizes the retention of historic materials, features, spaces and spatial relationships. Adaptive use of prehistoric structures is prohibited.

- The historic character of a historic structure is retained and preserved. The replacement or removal of intact or repairable historic materials or alteration of features, spaces, and spatial relationships that characterize a structure is avoided.

- Each historic structure is recognized as a physical record of its time, place, and use. Changes that create a false sense of historical development, such as adding conjectural features from other structures, are not undertaken. Work to stabilize, consolidate, and conserve historic materials and features is physically and visually compatible, identifiable upon close inspection, and properly documented for future research.

- Changes to a historic structure that have acquired historical significance in their own right are retained and preserved.

- Historic materials, features, finishes, and construction techniques or examples of craftsmanship that characterize a historic structure are preserved.

APPENDIX J

Carrying Capacity Plan – First Draft

Note: The following plan is an initial draft of a carrying capacity plan and is incomplete. It is included here to provide background on managing carrying capacity with indicators of quality experiences, standards to define minimal acceptable conditions, and discussion of management actions to maintain acceptable standards. The following document was reviewed by the Planning Team but was not completed in its current form because current staffing levels are insufficient to provide the monitoring levels suggested in this draft.

CARRYING CAPACITY PLAN
BANNACK STATE PARK

May 27, 2000
DRAFT
prepared by: Anne Cossitt

Background - What is carrying capacity?

The concept of carrying capacity has a long history in the natural resource professions, and has its origins in the field of wildlife management. In this context it refers to the number of animals of any one species that can be maintained in a given habitat. Outdoor recreation managers adapted the concept in the early 1960s to determine the maximum number of people who could use a recreation area without destroying its essential qualities.

Since those first attempts to use carrying capacity in a human setting, there have been almost as many definitions of carrying capacity as there are people who have written on the subject. Especially over the last decade, this has become quite a large body of literature. Interest in the subject is global as tourism has grown to be the world's largest industry (about 5.5 percent of the world's GNP and six percent of its employment in 1993).

In its most simplified form, capacity has been defined as the "maximum number of tourists who can be contained in a certain destination area." This simple definition lends itself to a carrying capacity approach defined by a numeric limit or capacity "ceiling." Over the years, however, the key failing of many numeric based definitions has been that setting these values appeared to be ends in themselves, without additional investigation about what was to be done if (or when) the ceiling was reached.

Setting numeric carrying limits also implies that any one site has one inherent use level or maximum absolute capacity. This is not so. Modifications can be made to a site that can provide for significantly higher user-density. Consider Disney World; its layout has been changed over the decades to accommodate more and more visitors.

Early carrying capacity approaches focused on impacts to site resources from visitors, but now it is much more common to also consider the quality of the visitor experience. The challenge in considering both of these elements is that there is typically an inherent conflict between use of the resource by visitors and the protection of the resource. The main difficulty lies in determining how much of the resource or social impact is too much. Given the increasing demand for tourism and recreation related activities, some decline or change in resource condition and quality of visitor experience is probably inevitable. The question to grapple is "how much change is appropriate or acceptable?"

The most recent models for carrying capacity include the following elements:

1. Description of the *desired future conditions* for park resources and visitor experiences,
2. Identification of *indicators* of quality experiences and resources conditions,
3. Establishiment of *standards* that define minimum acceptable conditions, and
4. Formulation of *management actions* to maintain acceptable specified standards.

The intent of carrying capacity planning is to develop a compromise between total protection of the resources and unlimited visitor access.

Methodology used to Determine Carrying Capacity for Bannack State Park

This study generally follows the guidelines in the National Park Service's Visitor Experience and Resource Protection (VERP) framework. The VERP definition of *visitor carrying capacity* is "the type and level of visitor use that can be accommodated while sustaining acceptable resource and social conditions that complement the purpose of a park."

VERP includes nine different elements. The first two elements, assembling an interdisciplinary team (1) and developing a public involvement strategy (2) have already been established for the Bannack process as part of the overall development of the comprehensive management plan. The next step is to develop statements of park purpose and significance (3). Through the comprehensive management planning process, the Bannack interdisciplinary team has established a mission and Bannack Experience statement. However, the following analysis restates those slightly to fit the VERP framework of park purpose and significance. The VERP definition of carrying capacity closely links resource and visitor management with park purpose.

The fourth and fifth elements are to describe existing park resources and visitor use (4) and describe a potential range of visitor experiences and resource conditions (5). To a great extent, much of this work has been accomplished through the work to date on the comprehensive management plan. The following analysis summarizes key elements already completed for Bannack and includes additional analysis on historical visitor use. VERP then establishes guidelines for prescriptive management zoning (6), which prescribes future conditions for specific geographic areas. Because the main purpose of Bannack relates to its significance as an historic ghost town, defining geographic zones is not quite the same as it would be for other parks with more diverse purposes and activities. However, the state park includes campgrounds and rangeland in addition to the ghost town itself.

The next step in the VERP process is selecting indicators, standards, and a monitoring plan (7). These elements are the heart of the carrying capacity approach, and without them, simply setting carrying capacity limits is essentially useless. The final steps are monitoring (8) and taking management action (9). This is the implementation phase of the carrying capacity plan.

Foundation for Carrying Capacity Plan
Bannack State Park has initiated an overall comprehensive management plan process, of which this carrying capacity plan is a part. An interdisciplinary team of resource specialists and citizens is leading the work on the plan. Over the course of the last decade, Bannack park managers have conducted a variety of public involvement strategies, including several surveys and meetings. From this public involvement, several clear visitor expectations have been identified:

1. Visitors like the feeling of solitude at Bannack.
2. Visitors want to continue to be able to go into and explore the abandoned buildings.
3. Camping facilities should continue to be provided.
4. Visitors expect that Bannack Days, an event with thousands of visitors over a two day period, will continue.

Park Purpose, Significance, Primary Themes, and Planning Constraints

Purpose
For purposes of determining carrying capacity, park purpose is defined as the reason or reasons the park was established. Although Bannack's mission statement is generally also its purpose statement, there is one key phrase in the mission statement that specifically relates to carrying capacity issues:

> ...to preserve and protect its historic integrity, fabric, resources, landscape, and atmosphere, from its beginnings as an isolated frontier mining boomtown through its evolution as a slowly dying, abandoned community.

This is the main park purpose, the main framework against which conflicting uses (e.g., protection and unlimited access) must be considered.

Significance
Significance is defined as the essence of what makes the park important, what distinguishes it from other state parks, and places the park in a broader, regional, national, or international perspective. Although the argument may be made that all park resources are important, the significance statements should help prioritize what is most important about the park.

Bannack State Park is significant because:

- it includes the original town of Bannack, the first territorial capitol of Montana,
- Bannack is a true ghost town, not a collection of buildings moved to the site,
- the site is uncommercialized, undeveloped, remote and isolated,
- it includes on-site remains of the gold mining history of the region, including an old mill and mine

PRIMARY THEMES

Primary themes flow out of park significance and help set visitor experience priorities. These primary themes help define the visitor experience opportunities that should be provided in the park. The Bannack Experience statement describes the experience that visitors are looking for at Bannack.

For carrying capacity planning purposes, primary themes are only those basic ideas that communicate the significance of the park. It is not an outline of the entire park interpretation program, but instead should list the three or four most important aspects. The following is a statement of the key themes related to the park's significance.

At Bannack State Park,

- *buildings constructed over a span of nearly a century stand abandoned—the school, the church, the jail, the courthouse, the homes, the miner shanties,*
- *the gold mine and mill stand silent overlooking the empty town across the river,*
- *the dusty, unpaved streets are deserted,*
- *the abandoned town is surrounded by high mountain rangeland, isolated by miles and years from the nearest human population.*

Thus, Bannack is a wonderful place to experience, to imagine, and to learn about Montana's past, cycles of change, and human impact on nature.

PLANNING CONSTRAINTS

Planning constraints shape what is addressed in a carrying capacity plan. Sometimes these are assumptions that appear to be shared or that are accepted as "givens." However, constraints must have justification.

The following constraints have been identified for Bannack State Park.

- The Park will continue to keep buildings open to the public, although some buildings may be restricted for public safety or because of excessive damage to the structure.
  Justification: Although it would certainly be within the realm of pure resource protection to close access to all buildings, it is clear from numerous public surveys that one of the main attractions of Bannack is the ability for visitors to explore abandoned buildings.

- Although not directly related to the significance of the park, the campgrounds will remain part of the overall park recreational opportunity.
  Justification: The public sees Bannack state park as more than just a day facility. Although there have been some problems for primary historic resource protection from persons using the campgrounds, historically this has been a manageable issue, and only a small part of overall resource protection issues for the historic

town. The comprehensive management planning team agreed to continue camping as part of the next 10 year plan.

- Special events, such as Bannack Days, will continue.
  Justification: Bannack Days has become a tradition that provides unique learning opportunities at Bannack. The comprehensive management planning team recognized problems with over-crowding at Bannack Days, but opted to review methods to steady attendance rather than to eliminate the activity.

Analyze Existing Park Resources and Visitor Use

EXPERIENTIAL RESOURCE ANALYSIS
According to the VERP framework, an experiential resource analysis maps opportunity areas based on resource locations. At Bannack, these opportunity areas can be generally broken out into two categories, 1) historic areas (such as the town, mill and mine site, cemetery, gallows site, etc.) and 2) all other areas. This categorization clearly relates to the purpose and significance of the park. For purposes of this initial analysis, no further geographic break-down will be made.

EXISTING USE AND FACILITIES ANALYSIS

VISITOR USE
Annual visitation at Bannack increased from approximately 22,000 visits in 1980 to over 30,000 in 1998. More than half of the visitors come during the months of July and August (52 percent in 1997; 53 percent in 1998). Not only is this peak vacation travel time for tourists, but the Bannack Days event is also held in July. Between 199x and 199x, this event has averaged approximately ____ number___ persons over two days. The largest participation was ____number___ in 199x.

In the month of July 1998, there were 11,411 visitors estimated from traffic counts. Of these, approximately 4,000 were persons who attended the weekend activities of Bannack Days. Excluding the two day event, there was an average of 256 persons visiting Bannack per day in July. This is somewhat comparable to the average daily attendance in August, the second-highest month for attendance. In August 1998, there 6,168 visitors, an average of 199 visitors per day. The existing visitor center parking lot accommodates roughly ___number___ vehicles at any one time. Estimating 2.5 persons per car this would mean __number___ of persons in Bannack at any one time (excluding persons in campground lots).

A survey of 254 visitors , conducted during two summer months in 1994, indicated that twenty-six percent spent up to one hour at the site, forty percent spent two hours, and thirty percent spent three or more hours. The one to two hour groups spend most of their visit in the town. The majority use the self-guided walking tour that takes visitors to main buildings in the town, to the gallows site, and cemetery. Visitors who spend three or more hours on-site generally participate in every organized interpretive and

recreational opportunity offered by park staff and/or volunteers. They may also bird-watch, camp, fish or go on extended hikes.

In this same survey, visitors were also asked about what they consider to be most important about their experience at Bannack. Ninety-eight percent rated "a sense of going back in time" high to very high. Ninety-four percent ranked "freedom to go inside buildings" high to very high. Eighty-three percent rated the feeling of solitude high to very high.

There are essentially three different types of visitor experiences at Bannack historic areas: 1) individual self-guided tours, 2) scheduled group tours guided by Bannack staff or volunteers, and 3) major events such as Bannack Days or Dale Tash Day. Expectations of solitude and individual experience are highest for individual groups. Because the number of group tours in Bannack has been limited to one or two per day, the experiences of persons on these tours in terms of encountering other groups and concentrations of individuals is generally similar to the experience of individual groups. Persons attending Bannack Days expect large crowds, but are dissatisfied when crowded conditions result in long lines, and diminished experience in various activities (such as inability to see a demonstration because too many people were in the way).

One of the most common areas of visitor information lacking in any park system is information on how many people are where at any one time. Bannack is no exception. Collecting this data can be very costly and time-consuming. Consequently, analysis must rely on park staff knowledge until such data can be collected.

INDIVIDUAL GROUPS

Park management indicates that most **individual groups** during the **summer months** are likely to experience the following:

Visitor Center:

Approximately xxx% of the time, visitors need to wait five minutes or longer to get needed information, or to see a particular item in the Center

Approximately xxx% of the time, there is a waiting line for the restroom

Waiting time for restrooms can be up to xxx number of persons

Main Street

Approximately xx% of the time, visitors will see more than a dozen people on Main Street

Approximately xx% of the time, visitors will find difficulty getting around other people on Main street

Approximately xx% of the time, noise levels on Main Street exceed those in a quiet residential area in an established city

Buildings

Visitors run into other groups in xx% of the buildings they enter.

Visitors encounter guided group tours in xx% of the buildings they enter.

Approximately xx% of the time, the noise level in any given building will be louder than a public library.

GROUP TOURS
Among guided groups, those with the biggest potential for impact to resources are large groups. The largest groups to the park are typically elementary school groups, which tend to come in the month of May.

Average number of school groups:
Average number of persons per group:

Park management indicates the following characteristics of group tours during the months of July and August:

Average number of tours per day: ???
Average number of persons participating in a group: ???
Ideal size for a group as determined by park experience: ????

SPECIAL EVENTS
Approximately 4,000 people attend Bannack Days in July. The next largest event is ____?(name of event)___, with approximately xxx number in attendance.

FACILITIES ANALYSIS
Facilities are examined separately in the comprehensive management plan under Issue 6, Facilities and Infrastructure. In addition, there is a review of issues facing the historic structures in the town, and a preservation philosophy that categorizes the buildings into three types or levels of preservation.

Briefly summarized, existing visitor use indicates the following:

- need for a larger visitor center
- continued wear and tear on the buildings (from visitors continually entering and exiting)
- improvements to existing visitor center parking lot
- outdoor drinking water supply
- parking outside of parking lots during special events (demand greater than parking supply)
- intense pressure on historic resources due to crowd size during Bannack Days

Range of Visitor Experiences and Resource Conditions

This element of the VERP planning process is used to describe the conditions to be created, sustained, or tolerate. It describes the "what" is aimed for, not the specifics of

"how" to create it. The specifics come in the form of indicators, standards and monitoring in the following element.

In the future, Bannack would sustain the following range of visitor experiences:

An individualized experience with self-determined levels of interpretation. This is a top priority for Bannack, given past surveys indicating sense of discovery and solitude are very important. Consequently, this type of visitor experience would utilize non-intrusive interpretation methods, such as the walking tour brochure, and limit signs, audio effects, or excessive artifacts and historical information on display in the town. The sense of solitude should be maintained.

A more developed approach to interpretation. This would be accomplished through more interpretive materials, displays and demonstrations at the visitor center. More types of guided tours and more frequent tours could accommodate the visitor looking for a more developed learning experience.

Extended experiences. Some visitors want experiences that extend beyond the historical significance of the site. They want to camp, hike, birdwatch, or perhaps fish. These extended experiences can be accommodated in the picnic or group use facilities, campgrounds, trails, and undeveloped country in the park. In developed areas, such as campgrounds, visitors likely expect other campers, but are likely to want to have a more remote experience in undeveloped areas of the park (as they hike or fish).

Special events. Some visitors come to Bannack only because of the special events, like Bannack Days. These will continue to have a variety of interactive activities focused on a western theme. Visitors expect controlled crowds, but also expect basic needs (food, water, restrooms) to be met without long delays.

SELECT INDICATORS, SPECIFY STANDARDS, AND DEVELOP A MONITORING PLAN

Indicators are defined as specific, measurable physical, ecological, or social variables that reflect conditions. Resource indicators measure visitor impacts on the resources of the park. For Bannack State Park, the key resource related to the park's purpose is the historical resource. Social indicators measure visitor impacts on the visitor experience. Physical indicators measure impacts on infrastructure and facilities, such as restrooms and parking lots.

Standards are defined as the minimum acceptable condition for each indicator variable. Standards set the quantifiable limits for unacceptable conditions.

The following indicators and standards are proposed for Bannack.

Resource Indicators

Historic Resources (town, buildings, cemetery, mine, mill)

Indicator: wear from foot traffic on building floors and stairs
Standard: grooves and wear patterns that are more than 1/4th of total board thickness

Indicator: weakening of latches, hinges, and other door mechanisms
Standard: doors that cannot be shut, inoperable mechanisms or mechanisms that are in imminent danger of becoming inoperable

Indicator: condition of walls
Standard: more than 10% of wall space in a building has been damaged by human contact (tearing of wallpaper, weakening of wall structure)

Indicator: vandalism (during visiting hours)
Standard: ??

Indicator: special indicator needed for cemetery?
Standard: ???

Indicator: other indicators of human impact that can be separated from other types of wear???

Other Resources (campground, picnic area, hiking areas)

Indicator: amount of bare ground
Standard: 60% of soil surface at a campsite is bare ground

Indicator: amount of litter
Standard: ??

Indicator: other indicators???

Social Indicators
Individualized Experience

Indicator: number of groups/individuals encountered in historic area
Standard: not to exceed levels identified in 1999; e.g., 90% of the visitors over the course of a year will see no more than 30 people at one time on Main Street; 90% of visitors will experience 50% of single rooms or entire buildings without "sharing" the space with other groups

Indicator: noise level
Standard: Main Street: not louder than a quiet suburban neighborhood
Buildings: not louder than a public library

More Developed Interpretive Experience

Indicator: number and types of tours offered
Standard: ???

Indicator: size of group
Standard: ??

Indicator: wait time to see exhibits or specific artifacts at visitor center
Standard: ??

Extended Experience

Indicator: number of groups/individuals encountered on trails
Standard: 90% of the visitors over the course of the year see no more than 30 people at one time

Special Events

Indicator: length of lines for food, restrooms, other
Standard: ???

Physical Indicators

Indicator: parking availability (not including special events)
Standard: lot capacity is reached and cars are parking along roadside more than 15 times per summer season (July 1 through August 31)

Indicator: parking availability-special events
Standard: cars are parked along roadside and two way traffic is not possible..other???

Indicator: restroom wait
Standard: 10% of visitors using restrooms over the course of a year must wait more than five minutes

Indicator: campground usage
Standard: ???

Revision of Indicators and Standards

Because Bannack State Park, like many other parks across the nation, has yet to implement a carrying capacity plan, it makes sense to set provisional indicators and standards at first. These can then be field tested to ensure they are valid, feasible to monitor, and reflect the overall intention to compromise between unlimited visitor use and managing resources and visitor experiences.

In most cases standards should not be changed, once they are finalized. There may be some extraordinary reasons for revision or modifications, including availability of new

research information, major change in technology, or a significant, unanticipated event. In no case should indicators or standards be changed because a park is out of standard or because it facilitates postponing difficult decisions.

Monitoring Strategy

Monitoring is the systematic and periodic measurement of indicators. Monitoring fills three important roles. It helps the park manager understand the status of conditions—if conditions are changing, approaching, at, or outside of standards. Second, monitoring helps park managers assess the effectiveness of management actions. These actions often have been untried, and their effectiveness is uncertain. Monitoring provides feedback to managers about the impact of specific actions. Third, monitoring provides a defendable basis for implementing management actions. Without data, park managers have little on which to base their decisions except a "gut" feeling. With monitoring, data can show how conditions have changed, and when they have exceeded standards, requiring a management action.

Monitoring-Historical Resources

(Cindy, I think you mentioned you already have a monitoring program for damage to the buildings. The main thing on monitoring for visitor impacts is that the monitoring guidelines spell out how when monitoring is done, where it is done, how it is done, and who does it. This should be done in a way that anyone can understand so if you have new staff person, he/she can understand it. Also the reporting should be objective and documented, e.g., a checklist. The documentation is important when justification is needed for management actions. I'm sure you know all of this about monitoring procedures too, this is just kind of a reminder to use to double check what you already have to see how it will fit into a carrying capacity system. The following are my suggestions for monitoring, but you will know what works best out in the field. The inspection sheets are not really attached – they should be developed to really monitor the final indicators and standards – if those don't get too lengthy, the inspection sheets won't be too long either.)

Staff: Building inspection will be performed by park staff, and/or volunteers who have been trained in these monitoring procedures. Training should include team monitoring with an experienced monitor and a trainee, and trainees should be given the opportunity to complete monitoring reports in the trainer's presence.

Monitoring.

Daily: Each day, park staff "close" the buildings; making sure doors are closed and latched. Evidence of recent damage should be reported on the daily checklist form—a one page form indicating name of person closing, name (or number if buildings are numbered) of building, specific problem, and action needed (if known). A sample daily monitoring form is attached.

Monthly: On a monthly basis, staff will carefully inspect ¼ of all historic resources (buildings,cemetery, mine, mill, etc.) for a variety of parameters. The inspections will be on a designated rotational basis, so that after four months, all buildings and historic areas

on site will have been carefully inspected. This rotation would continue throughout the year, resulting in a detailed inspection of all sites three times per year. The park manager may also elect to place sites or buildings that are at risk of exceeding standards on every monthly detailed inspection. A sample detailed inspection sheet is attached.
Periodic: As tour guides visit various sites and see problem areas, these should be noted and included in the daily report.

Recordkeeping:
All monitoring records will be kept in a binder, with a new binder for each year.

Monitoring – Other Resources
(Cindy, not sure right now what this would include besides the campgrounds, which don't seem to be a particular problem because of visitor impact. So, I would guess that detailed monitoring could be done much more infrequently.)

May: Assess campground condition after vegetation has begun to leaf out (after winter). Sample inspection sheet attached.
August: Assess campground condition by no later than August 31.
Periodic: As park staff collect campground fees or otherwise visit campgrounds and see problem areas, these should be noted in a report, with recommendations for action.

Monitoring – Social Indicators

On-Site Review by staff/volunteers:
Individualized Experience:
July-August: Staff and/or trained volunteers will tour the facility (using the walking tour sites) and record numbers of groups encountered, noise levels, etc. See attached sample form. These inspections will be conducted once per month, between 10:00 a.m. and 4:00 p.m. (*Cindy, or whatever peak time is...)*
More Developed Experience:
Cindy, do you already keep records of group tours? If so, that's most of what you'd need. If not, I'm thinking it might be kind of onerous to keep track of each and every group on size of group and type of tour. Your suggestions???
July-August: Staff and/or trained volunteers will monitor visitors in visitor center to assess wait times. Monitoring would occur once per month, for a monitoring period of one hour in duration. See attached sample form.
Special Events:
Need to clarify indicators and standards before developing monitoring procedures.

Review by Surveying Visitors:
Based on surveys conducted over the past few years, visitors appear satisfied with their experience at Bannack. Surveys are time consuming and costly, so surveying visitors should be done strategically, when review by staff and/or volunteers indicates that standards are at or close to exceeding standards, or when other changes have occurred which could affect the quality of visitor experience. The following is suggested as a guideline for surveying visitors over the next ten years.

2001: Survey a sample of visitors with questions based on the final indicators and standards. This sample will serve as a baseline. Develop two survey instruments—one for general visitors, and one for visitors to Bannack Days.
2006: Second survey
2009: Third survey. Information from this survey and previous surveys will be used as Bannack prepares for its next comprehensive management plan.

Physical Indicators
(Cindy, your suggestions on how to monitor the parking situation would be good. Special events is discrete two-day thing, but how to track the other in a realistic way that's not a burden to staff?)

Restrooms – this could be done similar to the visitor center monitoring for waiting to see displays, or could simply be another question added to the visitor survey form. It depends on how serious the problem is perceived by staff. If it's serious, it needs more frequent monitoring to make sure standards aren't being exceeded.

MONITORING AND MANAGEMENT ACTION

Monitoring provides information that can trigger management action. Monitoring results can be likened to a traffic light for management actions. A *green light* means that park conditions are within standard and no actions are needed. A *yellow light* means that conditions are deteriorating and approaching standard, indicating the need for some preventive action. A *red light* indicates that conditions have exceeded standards, which requires management action.

This carrying capacity plan does not spell out which management actions are needed when specific conditions exceed standards. There is no easy standard or formula to employ in this regard. What actions may be considered to restrict or not restrict access will vary according to the specific standard or situation. A range of options should be considered in determining the management action.

There are five general management strategies that managers can use to address recreational use impacts:

- increase the supply of recreational opportunities, areas, and facilities to accommodate increased demand
- reduce public use at specific sites, in individual areas, or throughout the park
- modify the character of visitor use by controlling where the use occurs, when the use occurs, what type of use occurs, or how visitors behave
- alter visitor attitudes and expectations
- modify the resource base by increasing the durability of the resource or by maintaining or rehabilitating the resource (this would need to be done within the guidelines of the Bannack preservation philosophy)

In the five strategies, there are several types of actions that can be taken:

- site management (e.g., facility design, use of vegetation barriers, site hardening, area/facility closure)
- rationing and allocation (e.g., reservations, queuing, pricing)
- regulation (e.g., the number of people, the location of time of visitors, activity, visitor behavior)
- visitor education

It is recommended that at each annual review of progress on the comprehensive plan, the staff provide an overview of conditions, indicating trends, and areas where management actions are needed. It is also recommended that prior to implementing management actions, the need for and the range of options considered, be discussed with the Bannack Association and/or other public involvement.

APPENDIX K

Special Events Guidelines

BANNACK STATE PARK
SPECIAL EVENT GUIDELINES

Bannack State Park provides opportunities to host special, historically oriented short-term events and activities. Special events which are irrelevant to the historic purpose of the part or that interfere with the visitor's ability to partake in the "Bannack Experience," shall be prohibited.

Criteria established for special events are:

1. Any special event that is held in Bannack be historically oriented, short-term and not detract from the "Bannack Experience."

2. Adequate staffing and security will be available and provided by FWP personnel and volunteers to protect the site's cultural and natural integrity. If such personnel are not available, the event will be prohibited.

3. Necessary regulations will be adopted which will, to the greatest extent possible, minimize fire and other dangers to the park brought about by conditions resulting from the special event.

4. Large events, such as Bannack Days, must also consider and retain additional specialized personnel for handling crowds and emergencies. These personnel include, but are not limited to EMT's, security personnel such as game wardens, sheriff' office personnel, and in some instances, fire fighters.

APPENDIX L

Bannack Days 2000-General Policies

BANNACK DAYS 2000

I. GENERAL POLICIES-ALL PARTICIPANTS

The intent of Bannack Days is to re-create an authentic, Montana Frontier atmosphere, and allow visitors the opportunity to step back in time and experience history where it actually happened.@ We strive to maintain a high quality, family oriented, educational, non-commercial atmosphere. It is not intended to be a fundraiser or moneymaker for the park, and therefore all sales are limited to items that are part of a frontier craft demonstration. There are only very limited funds available to pay for services or reimburse volunteers for their expenses. All Bannack Days expenses deplete the general Bannack budget, and therefore limit work that can be done.

1. NUMBER OF PARTICIPANTS: Participation in Bannack Days is limited to pre-approved individuals and groups. We strive to provide a well-rounded mix of skills, talents and demonstrations. In order to accommodate all participants, each group is limited. Group leaders are responsible for returning all paperwork for each member of their group, distributing admission and camping passes and ensuring that all group members know and follow the established policies (no smoking, no pets, etc) No one will be admitted free to Bannack Days or allowed to camp free without a pass.

2. DRESS: All participants are expected to dress in the clothing of the time period. Such dress will be a factor in awarding concessions and accepting historic skill demonstrations.

3. HOURS OF OPERATION: Skill demonstrations must be provided from 9:00am until 5:00pm on both Saturday and Sunday. Breakfast will be sold from 7:00am until 10:00am both days. Lunch concessions must operate at a minimum from 11am until 2pm. Other food concessions must operate at a minimum of 11am until 4pm.

4. DRIVING IN BANNACK: The use of modern vehicles in the Bannack Townsite is prohibited between 9am and 5pm both Saturday and Sunday. All supplies and materials necessary for food concessions, skill demonstrations and exhibits must be delivered and picked up before or after this time. NO EXCEPTIONS. Essential deliveries during the day (ice, ice cream) will need to be coordinated with the Park's Model AA truck and the Bannack Maintenance Supervisor.

5. CAMPING: Unfortunately, there is limited camping available and Bannack and the campgrounds cannot physically accommodate everyone that wishes to

participate in Bannack Days. **Each group of participants is limited to two campsites and no more than 10 people.** Please carpool to save room in the campground. Campsites are limited, and available on a first come/first served basis. Campers are arranged to accommodate the maximum number of campers in the campground, and there is very little space or privacy. Campsites may not be reserved, and once the campground fills, limited and very primitive camping is the only option left available. Free camping for Bannack Days participants is limited to the Wednesday before Bannack Days. Participants arriving before Wednesday night will be required to pay for camping. Quiet hours in the campground are 10:00pm until 7:00am.

6. SIGNS & SCHEDULES: In order to maintain the atmosphere of the past, only signs and schedules that have been pre-approved by the Bannack Park Manager may be displayed. All other signs will be promptly removed. Approved signs will be painted on old wood. The only exception to this are the food lists for the food concessions.

7. NO SMOKING: A No Smoking policy is in effect and enforced in the Bannack townsite for everyone. The only place smoking is allowed is in designated locations in the two parking lots, in the campgrounds and in the picnic area. Violators of this policy will be asked to leave the park and will not be included in future Bannack Days celebrations.

8. PARKING: All Bannack Days participants are required to park either in the campgrounds, picnic area or on the east end of town. Parking at the Visitor Center Parking lot is reserved for the elderly and handicapped. We will attempt to use the shuttle vans to pick up participants from the camping areas in order to limit driving traffic in and out of the campgrounds.

9. PETS: Due to the crowded nature of the campgrounds and previous problems with barking dogs and runaway horses, volunteers **may not bring pets to Bannack Days**. The only horses permitted are those that are either giving rides or pulling wagons.

10. BOOTHS: Booths and shelters used during Bannack Days must be provided by the participants, must be pre-approved by the Park Manager and must be rustic in nature and non-permanent. No plastic tarps and aluminum tubing will be permitted. Canvas and poles are required.

11. LOCATION: The Park Manager will assign a site location for each demonstration or concession. Once assigned, locations may not be changed.

12. PAPERWORK: All applications are due back to Bannack by March 31, 1999. Once approved, all participants will need to complete and return all remaining paperwork for every member of their group by May 1, 1999. For safety and liability purposes, no one may participate in Bannack Days without

completing the required paperwork and permits in advance. No one will be admitted to Bannack Days or allowed to camp at Bannack free of charge without presenting the free passes distributed with the approval packets.

13. BENEFITS: All pre-approved, registered persons participating in Bannack Days will receive the following: free admission passes for Bannack Days for their group, free camping passes, an invitation to attend the Friday night potluck sponsored by Bannack and the Saturday night dinner sponsored by the Bannack Association and a free Bannack Days poster. All participants, except those that are being paid to provide a service, will be covered by workman's compensation insurance while volunteering at Bannack.

II. POLICIES: SKILL DEMONSTRATORS

This group includes all skill demonstrators, musicians, poets, wagon ride providers, horse ride providers etc.

1. CRITERIA: All skill demonstrations, displays, skits, music or activities must be consistent with the Montana frontier and based in the general time period of 1860-early 1900's. Audience participation will be strongly encouraged, when possible, in all skill demonstrations.

2. SALES: A skill demonstrator may only sell items that are being demonstrated and have been pre-approved. Items that are not a part of or related to the skill demonstration may not be sold. No booths with strictly sales items will be allowed. Sales must be secondary to the skill demonstration and promotional materials for the sales items (signs, flyers, price lists) are prohibited. With these criteria in mind, there will be no concession fee charged for these sales.

REIMBURSEMENTS: There is a limited budget for Bannack Days, and all expenses deplete what is left to maintain the park. Each year, applications will be reviewed and skill demonstrators reimbursed to the extent possible. Priority for reimbursement will be:

1. Out of pocket expenses necessary for skill demonstrations that do not sell anything
   (wax for the candle makers, powder for the muzzleloaders, etc). These items must be pre-approved and a receipt kept.
2. Gas mileage and per diem for wagon ride providers
3. Gas mileage & per diem for skill demonstrators/musicians not selling items (based on distance traveled, number of years volunteering, how far the budget stretches, etc.

III. POLICIES: CONCESSIONS

This group includes any person or group selling any food item, from entire meals to individual items, and person charging a fee for their services such as horse rides or wagon rides.

1. CRITERIA: A limited number of food concessions will be awarded, in order to maintain the profit margin for each concession. Criteria for selection will be based on the type and variety of food offered, price scale, and format. We are looking for a variety of food items, with options for both meal packages and individual food items for a quick snack. Only rustic set-ups will be approved (no concession trailers or plastic tarped booths). Also considered in the selection will be past performance of a food concession. If the concession has already been at a previous Bannack Days, and there were no problems with their operation (cleanliness, good food, good service, no complaints, etc.) , they will receive higher consideration. All food concessions will be required to complete and return Beaverhead County Temporary Food Concession permits.

2. FEES & BENEFITS: A $25.00 concession fee will be charged for each food concession. In addition, all food/snack concessions will be required to provide 40 tickets for free food or snacks. (NOTE: We lowered the concession fee this year, but increased the number of free meal tickets in order to help out our volunteers.) These tickets will be distributed to skill demonstrators that are receiving no other reimbursement for their services and are not selling items. Food concessions offering more than 40 free tickets will receive higher consideration that a concession only offering the 40 tickets, if all other factors are equal. Other concessions will be charged the $50.00 concession fee.

IV. POLICIES: GENERAL VOLUNTEERS

This group includes people who park cars, pick-up litter, drive shuttle vans, scoop ice cream and assist with volunteer meals.

1. CRITERIA: In order to be covered by workmen's compensation, necessary to volunteer at Bannack, all volunteers must complete the required paperwork in advance and must be willing to work a minimum of 4 hours. Volunteers should be at least 16 years old to volunteer alone. A parent must accompany younger volunteers.

APPENDIX M

Special Recreation Use Permit

SPECIAL RECREATION PERMIT ADDENDUM
Bannack State Park

Bannack State Park permits the reservation and rental of the Bannack Church, the group use picnic area and the small campground on a reservation and fee basis. Any activity within Bannack must not interfere with the public enjoyment of the park and must be consistent with the historic atmosphere of Bannack. All areas have limited availability and specific use restrictions, as stated below.

I. FEES

A. Special Recreation Permit Fee Criteria

In issuing a special recreation permit, the following conditions must be satisfied:

1. The use complies with pertinent state and federal laws and regulations on public health, safety, air quality and water quality.
2. The use will not adversely impact archaeological, historic or natural values and is not in conflict with existing policy guidelines and specific park management programs and objectives.
3. The necessary clean-up and restoration is done for any damage to resources or facilities.
4. The use is restricted, to the extent practical, to an area where minimal impact is imposed on the recreational, cultural or atural resource values.

B. Group Use Area Policies

The following policy applies to designated group use areas:

1. Telephone reservations may be made to park office between 8 a.m. and 5p.m., Monday through Friday. All reservations must be secured with the permit and cleaning deposit fees in order to be held. Phone reservations must be confirmed within 48 hours by the completion and filing of a special recreation permit and the payment of cash or two checks(one for use fee, and one for cleaning deposit) by a representative of the interested group.
2. Department representatives shall have authority to determine if violation of rules and regulations or undue expense in cleanup or maintenance of the area shall be grounds for denying return of the cleaning deposit or denying another reservation toany group. The Department may post more specific or rigorous rules for the use of each group use area as group size or complexity dictates.

3. A non-refundable use fee and a refundable cleaning deposit will be assessed for each area for each 24 hour period or fraction thereof.
4. In the event a reservation is canceled more than 72 hours before the intended use period, the use fee and cleaning deposit will be refunded. If a reservation is canceled less than 72 hours before the intended use period, only the cleaning deposit will be refunded. If an area is unavailable for the intended use (e.g. unscheduled maintenance) the fee and deposit will be refunded.

C. Group Day Use Fee Rates (paid in lieu of day use fees). For Church or Picnic Area.

GROUP SIZE	USE FEE	DEPOSIT (refundable)
Under 30	$60.00	$50.00
30 - 50	90.00	75.00
51 - 100	120.00	100.00
101 - 200	250.00	200.00

Groups over 200 pay the $250 use fee plus $100for each additional unit of up to 100 people. Cleaning deposit is $200 plus $100 for each additional unit of up to 100 people.

D. Small Campground Rate: $100.00 per night (Includes all day use, camping and reservation fees). A $50.00 refundable cleaning deposit will also be required per reservation.

II. DATES AVAILABLE/HOURS AVAILABLE/LIMITS

A. CHURCH: 100 person limit
(Only available limited hours)
1. Memorial Day to Labor Day:
   8:00am - 11:30pm
   6:00pm - 9:00pm
2. Remainder of the Year:
   8:00am - 5:00pm

B. GROUP USE AREA (Picnic Area): 300 person limit
(Not available the third week in July)
1. Memorial Day to Labor Day: 8:00am - 9:00pm
5. Remainder of the Year: 8:00am - 5:00pm

C. SMALL CAMPGROUND: 50 person & 15 camping vehicle limit
(Not available the third week in July)
Year Round: 24 hours

III.BANNACK POLICIES

1. The use of modern vehicles in the Bannack townsite is prohibited. All preparation, set-up and clean-up materials and supplies must be hauled in on foot. All participants must also walk-in.
2. **NO SMOKING**. Smoking, including cigarettes, pipes and cigars is prohibited in the townsite of Bannack.
3. Activities must be consistent with the historic atmosphere and not interfere or intrude upon use by the general public. All activities must be approved in advance.
4. All activities in Bannack buildings must be open to the general public. The public cannot be prohibited or prevented from entering any buildings or facilities in Bannack.
5. Users may not alter the buildings or grounds in any manner. Any decorations used in Bannack buildings must be free-standing. **No tape, nails, staples, etc. may be used in or on any of the buildings.**
6. Bannack buildings do not have any heat or power. In addition, they are highly susceptible to fire. The use of generators, candles, gas and propane heaters with open flames are prohibited.
7. All litter must be picked-up. The use of rice after wedding ceremonies is prohibited.
8. Maximum capacity for the church is 100 people, 300 people for the group use/picnic area and 75 people for the small campground.
9. Campground users may not be in the Bannack townsite after 9:00pm or before 8:00am during the summer months. In the winter months, the townsite is closed between 5:00pm and 8:00am.

****

(Tear off here and return the signed bottom portion with your fees)

I have read and understand all of the Special Recreation permit policies and agree to abide by all rules, regulations and stipulations of this permit.

_____ _____

FWP Representative Date

_____ _____

Permittee Date

AREA/FACILITY REQUESTED:_____

DATE REQUESTED:_____

Rev: 3-13-00

APPENDIX N

Fire Risk Assessment and Recommendations

FIRE RISK ASSESSMENT & RECOMMENDATIONS

for

BANNACK STATE PARK

I. CURRENT FIRE CONTROL STATUS

ALARM SYSTEM

Bannack State Park is protected by a fire detection system that went through a major overhaul in 1995. There are forty-one buildings within the park that are monitored for fire by heat and smoke detectors. These detectors are usually located in the attics of structures or near the top ceiling of buildings. The master control panel for this system is found in the rear of the Chrisman Store (old shop) and there are control panels with alarm horns located in the State House, Managers House, Visitor Center, Thompson House and the new shop. If a problem occurs, a yellow light will come on and the horn will sound. If this is caused by a power outage or other similar problem, the panel will indicate trouble and can be silenced by pressing "TBL ACK" and "ALARM SILENCE". The display will indicate what the problem is. In case of a trouble signal, you must call the Simplex Monitoring System (1-888-746-75939), and identify yourself and the trouble.

In case of a fire, a red light will appear and the horns as well as the siren will sound. The siren is located on the top of the Chrsiman store. If the red light under "ALARM" is lit up, press the "ALARM ACK" button. The display will indicate where the alarm is coming from. You then have 10 minutes from the time you acknowledge the alarm to go check on the condition of the building. If the alarm is not silenced within this time period, the alarm system dispatches the Dillon Fire Department. In order to silence the alarm, press the "ALARM SILENCE" button, followed by "SYSTEM RESET" button.

HYDRANT SYSTEM/ FIRE FIGHTING EQUIPMENT

Bannack State Park currently has 9 fire hydrants and hose vaults located throughout the townsite as indicated on the map. Six are located under the boardwalk in the locations indicated and three are located above ground.

The system is supplied by a 10" well serving a 6" main line and powered by a 30 HP pump. The pump is capable of delivering 300 GPM.

The pump can be activated from all control panels, as well as from the main control located in the small "Marmot Shed", located on the east - end of town. If a remote start fails to activate the pump, it can be turned on manually in this building by turning the switch from "auto" to "manual" and then engaging the black start button.

The system is backed-up by a 454 horsepower, propane operated generator. This will operate the hydrant system in the event of an electrical failure. This generator is also located in the "marmot shed" on the east- end of town.

As an additional back-up to the hydrant system, Bannack is equipped with a 250 gallon fire pumper installed in the back of a pick-up truck. This pumper can be filled from the hydrant system, from a garden hose or can draw from the creek.

PERSONNEL

Of the three current full-time personnel, none are red carded, trained fire fighters. However, Bannack is a part of the Beaverhead –Deerlodge Interagency Fire Cooperative. This mutual aid agreement is reviewed and signed each year. All members agree to assist each other in fire fighting. Members of this cooperative include the Forest Service, Bureau of Land Management, State Department of Natural Resources and Conservation as well as the Dillon, Grasshopper Valley and Grant Volunteer Fire Departments.

RESPONSE TIME

Response time, as defined in the International Association of Fire Chief National Fire Service Accreditation Program, is composed of 1) Dispatch Time, 2) Turnout Time and 3) Travel Time.

The Dillon and Grant fire departments would provide the most experience for dealing with a structural fire. The dispatch time for these departments is 10 minutes, if no staff at Bannack are available to call for help. If no staff are available or on site, and the fire is located in one of the forty one monitored buildings, the Dillon fire department will be dispatched in 10 minutes. The benchmark for this element of response time is 50 seconds.

The turnout time (Time it takes for response personnel to discontinue the activities that they are engaged in, properly attire themselves and board the vehicle in readiness for response) for the Dillon fire department, since they are an all volunteer department, is approximately 5 minutes. The benchmark factor for staffed fire stations is 60 seconds.

The travel time (period of time between the wheels beginning their uninterrupted response and the actual time that the emergency response vehicle arrives at the location to which it has been dispatched). The travel time from Dillon is approximately 43 minutes based on the Insurance Service Office Commercial Risk Services formula of $T=0.65+1.7D$, where T equals time and D equals distance.

This puts the total response time for the Dillon volunteer fire department at 58 minutes if no staff are on hand at Bannack and about 50 minutes if staff at Bannack is available.

Over the past ten years, Bannack has fortunately only experienced one structural fire. In 1993, an overheated wood stove caught the surrounding interior wall of the Thompson House on fire. Staff were able to contain the fire before both the Grant and Dillon volunteer fire departments arrived.

II. RISK ASSESSMENT OF BANNACK STATE PARK

CAUSES

Due to the age of most of the Bannack buildings (over 120 years old), the composition (primarily wood structures), the fuel build-up around the townsite (urban/wildland interface), the dry climate (average rainfall of 10-12 inches per year) and the abandoned nature of the townsite, fire is the most serious peril the park needs to address. In addition, the townsite and the park are open to the public, and protecting the lives of the park visitors and staff is a top priority with Montana Fish, Wildlife & Parks.

Common causes for fires in historic structures include faulty electrical wiring, arson, careless smoking, improper use of heating appliances, open flames and sparks, exposures from nearby burning buildings, storage, vegetation and lightning. Fires can occur at any time, however, experience shows that fire hazards increase when a structure is undergoing renovation.

FIRE GROWTH AND SPREAD

Fire growth and spread occurs because of inadequate barriers, delayed detection and reporting, absence of automatic suppression systems and delayed or difficult manual suppression. The first few minutes following ignitions are critical. A small fire can grow into a large fire in only a few minutes. This is particularly true in historic structures, which are often of combustible construction or contain combustible contents. In the absence of automatic fire suppression or detection, discovery is left to park staff or chance. At the point of discovery, the fire could be well established and the loss will be substantial.

RISK RATING

The Department of Natural Resources and Conservation has developed a fire risk rating system for existing and planned urban/wildland interface developments. The risk rating system assesses the potential wildfire hazards faced by an existing or new development that would then allow the owner or developer to design mitigation measures into the project.

A risk rating was done for Bannack in 1993 by a team that included Rick Strohmyer, Fire Supervisor for the then Department of State Lands, Argus Black, the Beaverhead Forest Fire Management Officer, Larry Laknar, Beaverhead County Fire Warden, Roy Cornell, Dillon Fire Department Chief, Greg Morris a Fire Specialist for the State Department of Lands, Cindy Staszak, Bannack Manager and Jon Hoerning Bannack Maintenance Supervisor. During this analysis, the Risk Rating for Bannack was found to be very high, and in the very high priority category. Mitigation measures to reduce this risk rating were suggested at the time, and many are included in the following recommendations.

III.FIRE PROTECTION RECOMMENDATIONS

EDUCATION AND TRAINING

1. All Bannack staff receive basic training in First Aide, Fire Pump Operation, Fire System Operation, Pumper Truck Operations, Generator Operations and Fire Extinguisher operations. This training is renewed on a regular basis throughout the summer.

2. All full-time staff receive additional Basic Fire Fighting training.

3. All resident staff members complete the one week Fire Guard School training and at least one resident staff member should earn and maintain their "red card" fire fighting status.

OPERATIONS AND MAINTENANCE

1. To reduce the chances of a grass/sage fire extending into the historic structures, remove all flammable and combustible material from around the structures for a distance of six to ten feet. Trim the large patches of sagebrush in town, and remove all dead sage.

2. Create a fire break around the townsite and reduce the fuel load within the townsite by removing sagebrush according to the attached schematic vegetation plan.Control the re-growth of sage by mowing.

3. Create a "green barrier" around the townsite to prevent fire. Mow and water all native vegetation around the townsite. Weed eat the grasses/vegetation 18-24 inches from all buildings. Green vegetation will reduce the potential for grass fires. Adapt/install a hydrant system to allow for irrigation around the townsite in an unobtrusive manner, to be used in case of fire. Investigate a portable system to be used only in case of fire.

4. Strictly enforce the "No Smoking" policy in Bannack

5. Upgrade all wiring in the State House to meet current electrical codes.

6. Increase the width of the entrance to allow two fire engines to pass through the gate/cattle guard at the same time.

7. Replace the two bridges in Bannack as soon as possible to allow for a 20-40 ton capacity.

8. Eliminate the use of wood stoves in historic structures.

9. Provide for regular routine cleaning of chimneys

10. Investigate the use of fire retardant of logs/ wood and shingles.

11. Test the hydrant system at the beginning of each summer. Pull all hoses outt and pressure test them Ensure they are dry before putting away. Inspect nozzles and open all valves to test.

12. Install a "dry hydrant" for fire fighting at the junction of the Bannack turn-off and the Grant Road.

13. Research the possibility of grants through the Forest Service to aid in the cost of upgrading fire suppression systems at the park.

FIRE DETECTION SYSTEMS

1. Provide monthly inspections/tests of the fire detection system to insure it is in proper working condition. Repair any problems immediately.

2. Change the dispatch time on the fire system to five minutes instead of 10 minutes

FIRE EXTINGUISHER SYSTEM:

1. Purchase additional fire extinguishers and place them in at least every third building throughout the townsite. Develop and distribute maps of all extinguisher locations throughout the park.

2. Inspect fire extinguishers monthly by staff and have them serviced as required.

3. Develop a fire hydrant by the Bannack Mill to provide fire coverage at this location.

4. Purchase proper fire fighting clothing for at least 2 staff members.

5. Purchase a supply of "Barricaide Gel" to be used to prevent fire from spreading.

6. Modify the fire pump and hydrant system to enable the use of suppression foam rather than strictly using water to suppress a fire.

7. Purchase and make more fire extinguishers available. Investigate a system for hiding the fire extinguishers, something like the fire hydrants. Ideally, every building should have an extinguisher available.

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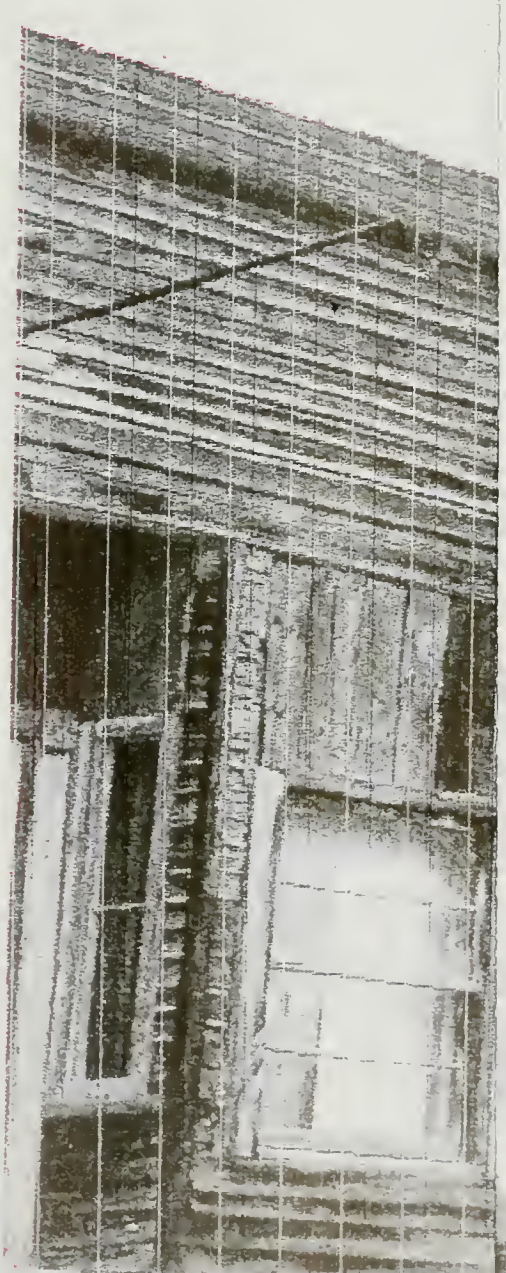


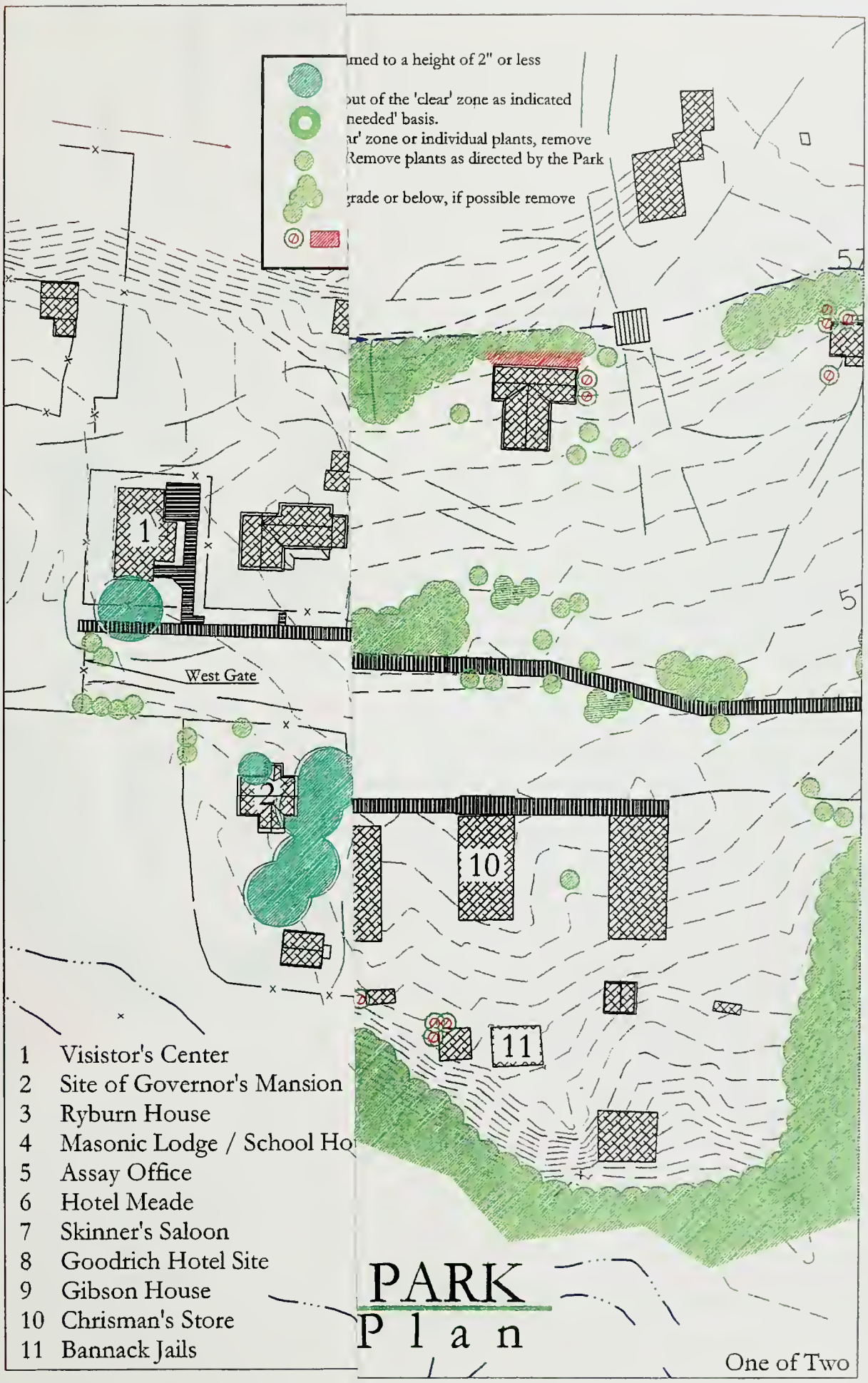
Prepared by: M. Horn July 2000

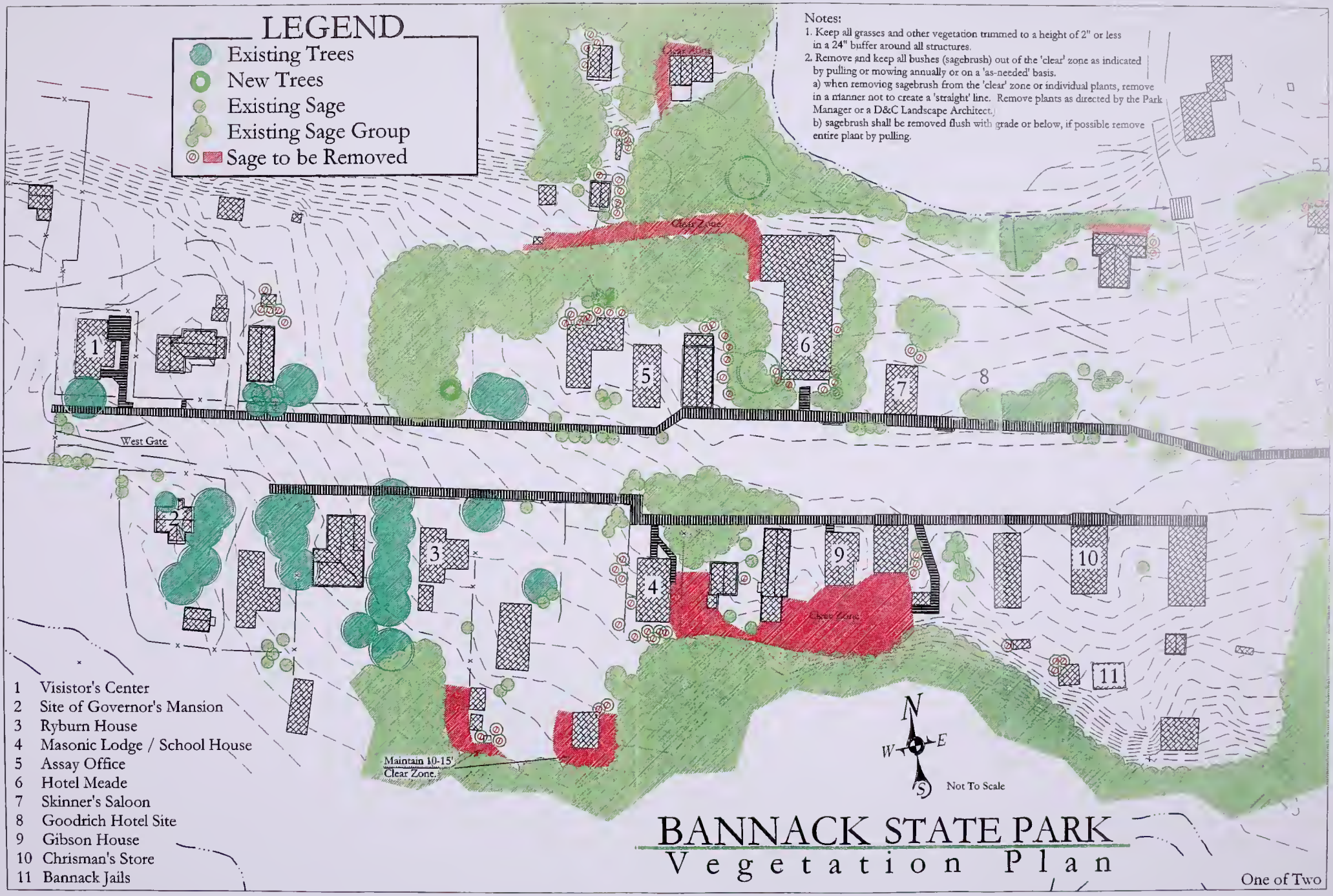
COVER

BANNACK
STATE PARK
Vegetation Plan

Prepared by: M. Horn July 2000

COVER


med to a height of 2" or less
out of the 'clear' zone as indicated
needed' basis.
ar' zone or individual plants, remove
Remove plants as directed by the Park
grade or below, if possible remove
1
2
10
11
West Gate
1 Visistor's Center
2 Site of Governor's Mansion
3 Ryburn House
4 Masonic Lodge / School Ho
5 Assay Office
6 Hotel Meade
7 Skinner's Saloon
8 Goodrich Hotel Site
9 Gibson House
10 Chrisman's Store
11 Bannack Jails
PARK
Plan
One of Two


LEGEND
Existing Trees
New Trees
Existing Sage
Existing Sage Group
Sage to be Removed
Notes:
1. Keep all grasses and other vegetation trimmed to a height of 2" or less in a 24" buffer around all structures.
2. Remove and keep all bushes (sagebrush) out of the 'clear' zone as indicated by pulling or mowing annually or on a 'as-needed' basis.
a) when removing sagebrush from the 'clear' zone or individual plants, remove in a manner not to create a 'straight' line. Remove plants as directed by the Park Manager or a D&C Landscape Architect.
b) sagebrush shall be removed flush with grade or below, if possible remove entire plant by pulling.
Clear Zone
West Gate
Maintain 10-15' Clear Zone.
1 Visistor's Center
2 Site of Governor's Mansion
3 Ryburn House
4 Masonic Lodge / School House
5 Assay Office
6 Hotel Meade
7 Skinner's Saloon
8 Goodrich Hotel Site
9 Gibson House
10 Chrisman's Store
11 Bannack Jails
N
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E
S
Not To Scale
BANNACK STATE PARK
Vegetation Plan
One of Two

12 Bachelor's Row
13 Roe/Graves' House
14 Methodist Church
15 Spokane Mining House
16 Besette House
17 Bannack Apex Mill
18 Renois Cabin

PARK
l a n

Two of Two

LEGEND

- Existing Trees
- New Trees
- Existing Sage
- Existing Sage Group
- Sage to be Removed

Notes:

1. Keep all grasses and other vegetation trimmed to a height of 2" or less in a 24" buffer around all structures.
2. Remove and keep all bushes (sagebrush) out of the 'clear' zone as indicated by pulling or mowing annually or on a 'as-needed' basis.
   a) when removing sagebrush from the 'clear' zone or individual plants, remove in a manner not to create a 'straight' line. Remove plants as directed by the Park Manager or a D&C Landscape Architect.)
   b) sagebrush shall be removed flush with grade or below, if possible remove entire plant by pulling.

12 Bachelor's Row
13 Roe/Graves' House
14 Methodist Church
15 Spokane Mining House
16 Besette House
17 Bannack Apex Mill
18 Renois Cabin

BANNACK STATE PARK
Vegetation Plan

APPENDIX O

Emergency Plan

BANNACK STATE PARK EMERGENCY PLAN

The first response to an emergency in Bannack will often come from park staff. Bannack is in a relatively remote location, between 14-25 miles from the nearest law enforcement, medical assistance and fire protection. Full time staff receive basic training in first aid, fire fighting and law enforcement. First and foremost, staff must be concerned with personal safety and the safety of the park visitors, with protection of the historic and cultural resources next in priority. Staff should respond to an emergency with the following questions in mind:

1. Does this situation exceed my ability to assist/
2. How will I minimize the risk of becoming a victim myself
3. How will I summon help?
4. What can I do to minimize the risk to people and property.

A. LAW ENFORCEMENT

The approach to enforcing rules and regulations in Bannack will be friendly, fair, consistent and informative. When enforcing rules and regulations, park staff should explain the reason for the rule. The Beaverhead County Sheriff's Office will respond as needed from Dillon. In addition, personnel from the Sheriff's office patrol the area on a random basis and for special events. The Beaverhead Search and Rescue is available through the Sheriff's office for searches and rescues.

1. BANNACK SPECIFIC RULES

1. Smoking is only allowed in the parking lots.
2. Pets are allowed only if restrained on a leash no more than10 feet long at all times.
3. Metal Detectors may not be used in Bannack.
4. All artifacts contribute to the overall story of Bannack. Every rusty nail, old can or glass fragment should remain in place.
5. To prevent siltation and extraction of the resource, gold panning in Grasshopper Creek is prohibited by existing Bannack State Park rules.
6. For public health and safety, dogs are not allowed in the visitor center.
7. The Bannack townsite is open from 8:00 a.m. until 9:00 p.m. only.
8. Horses may travel through Bannack, as long as horse manure is removed from Main Street and horses are kept off the boardwalk. Horses are not allowed to graze in Bannack and are prohibited in the campgrounds due to health and public safety regulations. With advance notice and permission from the park manager, horses may be kept overnight in the small corral or other locations.
9. Fishing is permitted within the confines of all established regulations.
10. Any motorized vehicles must be licensed for the road including 4 wheelers. Only licensed drivers may drive these vehicles.

11. Defacing state property or damaging historic structures is a violation and will be prosecuted.
12. Camping is allowed only in the campgrounds.
13. Firearm discharge and fireworks are prohibited in Bannack. The exception to this rule is the black powder demonstration and the gunfight reenactments during Bannack Days. Black powder operations will follow the statewide policy being developed for black powder.

Law Enforcement Contacts:

Emergency #: 911
Park #: 834-3413
Game Wardens
Conservation Officer
Sheriff #: 683-2383
Park Radios: Channel 1, Region 3 FWP
Channel 2, FWP Statewide
Channel 6, South Repeater, Dillon Sheriff dispatch (Can sometimes access the Dillon dispatch on this channel, depending on the location in the park)

2. BANNACK LAW ENFORCEMENT PROCEDURES

1. Assess the situation, gather information from distance.
2. Call for back-up assistance as warranted by situation assessment (call for other park staff, sheriff, game warden, etc.)
3. If safe, approach violator and begin to gather information.
    a. Introduce self
    b. Ask for driver's license/Identification
    c. Record information
    d. Inform violator of offense and reason for rule
    e. If help is not available, get all details possible and let violator know that they will be contacted.
4. If not safe, monitor the situation until help arrives
5. Write a detailed incident report.

3. ACTION ITEMS

1. At least 2 full-time staff members are certified ex-officio officers at Bannack
2. Night Patrol is completed on a nightly basis from Memorial Day to Labor Day in Bannack.
3. At least one full time staff member will reside in Bannack.
4. Locking entrance gates to Bannack will be built and locked any time park personnel are not available in the park.

B. MEDICAL EMERGENCIES

All Bannack staff will be trained in basic first aid and CPR. Advanced Life Support personnel are available in Dillon, with an approximate 30 minute response time. Grant Quick Response also has several trained Emergency Medical Technicians (EMTs) , but are unable to transport patients. The distance traveled from Grant to Bannack is shorter, but the poor condition of the dirt road makes the response time about the same. Bannack is within the reaches of two Lifeflight helicopters, one from Missoula and one from Idaho Falls. Response time would be 50-60 minutes. The 911 Sheriff's dispatch can send out the Lifeflight.

1. PROCEDURES

1. Assess the situation. Check for safety of the victim and yourself before you approach the situation.
2. If the emergency is within the limits of your training, and is relatively minor, treat the victim.
3. If the emergency is beyond your training, or has the potential to be so, call for help. While waiting for advanced, trained help, provide for medical care within the limits of your training.
4. Follow safe procedures for handling medical situations including use of gloves and barriers when appropriate.
5. Write a detailed incident report.

Multiple Injury Situations

1. Call for assistance.

2. Assess the situation. Until medical help arrives, follow instructions from emergency medical personnel via the phone. Staff and volunteers may be asked to assist in identifying numbers of injuries by the following categories and attach corresponding flags:
   Category 1: Critical, in need of immediate care --Orange flag
   Category 2: Serious, but hospitalization can be delayed until after Category 1—Yellow Flag
   Category 3: Emergency transportation not considered necessary—Green Flag
   Category 0: dead—Black Flag

3. Assist as necessary in identifying and setting up a command post as the primary place for the various emergency service units to assemble and conduct disaster operations. Examples would be the medical director, police chief, fire chief, park manager, etc. These people are the decision makers and they need to be together for effective disaster coordination. Emergency radios should be available at the command post (and can be via a patrol car, fire truck. or other).

4. The Command Post personnel will distribute all information to the media. The media needs information for the public and command post personnel should give it freely in their own area of expertise when time permits. Access to the scene by the media will be controlled by command post personnel.

2. ACTION ITEMS

1. All Bannack personnel should be trained in basic First Aid and CPR.
2. At least one staff member should be trained to at least the First Responder level.
3. A basic life support kit and portable oxygen with a spare cylinder should be purchased and maintained on site at Bannack.

C. FIRE

Fire is a constant threat in Bannack due to a combination of weathered log and sided buildings over 100 years old, an average rainfall of only 8-10 inches per year and a townsite surrounded by big sagebrush and grasses. In the event of a fire, safety of the park staff and visitors is the first priority, followed by protection of the park resources.

PROCEDURES:

1. When an alarm responds that indicates a fire, staff will read the panel and immediately go to the location and assess the situation.
2. Should a fire be present, staff will assess the situation. Staff will then either deal with the fire immediately, if it is small, and able to be handled with a fire extinguisher or immediately dispatch the Dillon fire department if the fire is or will soon be too big for park personnel to handle.
3. Next, staff should begin to evacuate all visitors to a safe location. Staff should use as necessary 2-way radios for communication. Depending on the location of the fire, visitors will be moved to either the east-end or west-end parking lots. If evacuated to the east-end, remaining park personnel will then be used to shuttle Visitors back to their vehicles in the west lot, and out of the park.
4. Staff will then work on fire suppression, within the limits of their training and safety, until more trained personnel arrives. Water and/or foam will be used to control the fire, and "Barricaid Jel" will be used to protect the surrounding buildings from damage. At no time will park personnel risk personal safety in approaching the fire.

D. OTHER MAJOR EVENTS

Other major events include flood and earthquake, and could include emergencies such as multiple injuries, need for evacuation, and need to protect park resources. Protocol for multiple injuries is explained under Medical Emergencies Procedures (above in Section B).

1. When advance warning has been received of a major event, such as an oncoming fire from outside of the Park, staff should:

a. confer with appropriate emergency personnel (e.g., fire staff, sheriff, etc.) to determine the best exit route from the park to other safe destinations, and
b. evacuate visitors to a safe location, either on the west-end or east-end of the park as noted above under section C. Fire, and guide visitors as necessary from the park.

2. For major events, such as flash flooding or earthquakes, for which there is no advance warning, staff should:
    a. Notify emergency personnel and indicate any known injuries or life-threatening situations,
    b. Move visitors to a safe location and do not let them return to campsites or vehicles until emergency personnel have arrived and deemed the area safe,
    c. Attend to injuries as indicated in Section B. Medical Emergencies.

APPENDIX P

Draft Bannack Pest Control Plan

DRAFT

BANNACK PEST CONTROL PLAN

Wildlife species that are causing irreversible damage to the historic and cultural resources within the Bannack Townsite, or that prove harmful to the health and welfare of the Bannack staff and visitors will be managed to eliminate the destruction.

These pests currently include deer mice (spread of hanta virus), mosquitoes, woodpeckers and flickers, pigeons and occasionally beaver. Management practices to reduce this impact on buildings and visitors shall follow the hierarchy of options listed below for eliminating the damage.

1. **Mechanical/Chemical Methods of repellent.** Whenever possible, and without compromising the historic integrity of the Bannack Townsite and artifacts, animals causing damage will be mechanically or chemically repelled. This will include using chemical repellents on buildings to prevent woodpecker and insect damage, fogging or spraying mosquitoes as well as using larvicides, underground mesh screening to prevent marmot burrowing under buildings, installing wire mesh or using artificial owls to repel pigeons and sealing cracks and openings to prevent bat habitation. Use of chemicals will be according to label restrictions. Removal of any birds protected by the Migratory Species act must be permitted before removal by the Fish and Wildlife Service.

2. **If mechanical/chemical methods fail, live trapping and removal of the animals will be undertaken next.** Animals will be released to areas outside the historic townsite boundaries. This option has worked in the past for reducing the beaver population, when its numbers have severely impacted the creek.

3. **If trapping methods fail, animals will be exterminated either by trapping or shooting**. This method may be necessary to reduce or eliminate the pigeons roosting in the mill, should other methods fail. This method has virtually eliminated the marmot problem in Bannack over the years.

A. MOSQUITOES:

Mosquitoes present a chronic and often severe problem at Bannack during the spring and summer season. Not only are mosquitoes a nuisance, but they also pose a health problem, with the potential of causing a disease known as Encephalitis that can be transmitted from animals and birds via the mosquito.

The approach at Bannack to controlling mosquitoes needs to be multi-faceted. In general the approach needs to:

1. Eliminating the conditions that mosquitoes must have to survive. Mosquitoes need areas that are periodically flooded or areas of standing or slow moving water to reproduce. Bannack needs to assess its areas of standing water and through the environmental assessment process, determine how to reduce or eliminate these sources without detrimental effects on other species.

2. When standing water cannot be drained or emptied, such as in a dredge pond, biological controls such as Bacillus thuringiensis var. israelensis, which kill immature mosquitoes but is not harmful to humans, pets or other organisms, should be used.

3. When the above controls do not reduce the infestations of mosquitoes, an environmental assessment should be completed, and chemical controls such as Pyrethrin, malathion or a biomist may need to be applied.

B. RODENTS

Hantavirus is a respiratory disease carried primarily by the deer mouse in the western United States. However, evidence of infection also has been discovered in other rodent species. Hantaviruses produce a lifelong infection in rodents without apparent disease. Infected rodents transmit the virus via saliva, urine and feces. Humans are most at risk if they inhale infective saliva or excreta as dried airborne particles. Besides inhalation, other possible routes of transmission of the disease include direct inoculation into broken skin or the eye, rodent bites and ingestion of contaminated food or water.

Bannack State Park provides a prime habitat for rodents, with abandoned buildings. With this in mind, Biologist Rick Douglass from Montana Tech of the University of Montana sampled deer mice in Bannack in May of 1998. They set 100 traps and captured 10 mice. None of the deer mice trapped carried the antibodies for Hantavirus. BUT, Douglass cautioned that the lack of antibodies should not be interpreted as there being no virus at Bannack. Douglass said: "The virus is almost surely at Bannack because we have found the virus everywhere else we have trapped in Montana and in very high incidences in sagebrush communities similar to that at Bannack."

ACTION:

1. Mouse-proof the office, residences and shop. This is most important because these are the buildings where mice and humans come in contact most frequently.

2. Keep the historic buildings as dust free as possible. Keep the buildings as open as possible so the wind can dilute any virus that may occur. Sweep all buildings out at the beginning of each season and one additional time. Before sweeping, spray the floor with a solution of 1/3 bleach and water. Wear half face respirators with HEPA filters when sweeping.

3. In years of high rodent populations, trapping will be used to reduce the mouse population.

APPENDIX Q

Montana Contracting Law – PL 18-2-301

18-2-301. *Bids required – advertising. (1) It is unlawful for any offices, departments, institutions,* or any agent of the state of Montana acting for or in behalf of the state to do, to cause to be done, or to let any contract for the construction of buildings or the alteration and improvement of buildings and adjacent grounds on behalf of and for the benefit of the state when the amount involved is $75,000 or more without first advertising in at least one issue each week for 3 consecutive weeks in two newspapers *published in the state, one of which must be published at* the seat of government and the other in the county where the work is to be performed, calling for sealed bids to perform the work and stating the time and place bids will be considered.

(2) All work may be done, caused to be done, or contracted for only after competitive bidding.
(3) If responsible bids are not received after two attempts, the department or agency may contract for the work in a manner determined to be cost-effective for the state.
(4) This section does not apply to work done by inmates at an institution in the department of corrections.
(5) (a) The provisions of Montana law governing advertising and competitive bidding do not apply when the department of fish, wildlife, and parks *is preserving or restoring the historic buildings and resources* that it owns at Bannack if:
(i) the options listed in subsection (5)(b) are determined to be more cost-effective for the state; and
(ii) the implementation of the options listed in subsection (5)(b) is necessary to save historic buildings and resources from degradation and loss.
(b) For the preservation or restoration *of historic buildings and resources at Bannack when the conditions* listed in subsection (5)(a) are met, the department of fish, wildlife, and parks may accomplish the preservation or restoration through:
(i) a memorandum of understanding with a local, state, or federal entity or nonprofit organization when the entity or organization demonstrates the competence, knowledge, and qualifications to preserve or restore historic resources;
(ii) the use of qualified and trained department of fish, wildlife, and parks employees and volunteers;
(iii) a training program in historic preservation and restoration conducted by a qualified local, state, or federal entity or a qualified nonprofit organization; or
(iv) any combination of the options described in subsection (5)(b).